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95th Congress
2d Session

COMMITTEE PRINT

NATIONAL TOURISM POLICY STUDY
FINAL REPORT

PREPARED AT THE REQUEST OF

HON. HOWARD W. CANNON, *Chairman*

COMMITTEE ON COMMERCE, SCIENCE, AND TRANSPORTATION

AND

HON. DANIEL K. INOUYE, *Chairman*

NATIONAL TOURISM POLICY STUDY

FOR THE USE OF THE

COMMITTEE ON COMMERCE, SCIENCE, AND TRANSPORTATION

AND

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LETTER OF TRANSMITTAL

U.S. SENATE,
Committee on Commerce, Science, and Transportation.

DEAR COLLEAGUE: In recent years, tourism and travel have increasingly been recognized as making significant and enduring contributions to economic growth, employment, and income in the United States as well as to the physical, social, and cultural welfare of U.S. citizens. The travel industry is widely recognized as one of the major industries in the United States, and in most of the 50 States, generating revenues and income of over $100 billion a year and supporting more than four million jobs. Equally as important, leisure travel and associated recreational activities are a principal means for maintaining the physical and mental well-being of the population, for contributing to personal growth and education, and for enhancing cultural understanding and appreciation of the diverse nature of the Nation's historical, cultural and natural heritage.

The natural ties between tourism and recreation have become increasingly evident in recent years. Activities in these areas are widespread, interdependent, and affect one another. A large majority of tourists and travelers engage in recreation of one sort or another, and recreational attractions and facilities are frequently designed and operated to cater to recreationists arriving from outside the community.

Within the Federal Government there exists a very large number of policies and activities with impacts on tourism, travel and associated recreational activities which are fragmented and often duplicative and conflicting. In spite of the significance of tourism and travel, and the Federal Government's current involvement, little has been done to explicitly define an appropriate role for the Government in tourism and to identify the means by which the Federal Government can most effectively respond to the tourism, travel and recreational needs of both industry and the general public.

In an attempt to correct these problems and maximize the beneficial aspects of tourism while minimizing the costs and conflicts, the Senate undertook a study of the Federal role in tourism. S. Res. 347, cosponsored by 71 Senators and unanimously agreed to by the Senate on June 24, 1974, authorized the then Senate Commerce Committee to conduct a National Tourism Policy Study.

In October 1976, the Committee issued the Study's first interim report which outlined the conceptual basis for the Policy Study, gave an overview of legislation which affects tourism, tentatively identified the national interests in tourism and listed some of the problems associated with the present Federal role in tourism.

That interim report recognized that whatever national tourism policy was ultimately recommended should attempt to capitalize on the social and economic significance of travel and tourism by coordinating the considerable Federal programmatic involvement, and making that

involvement responsive to the needs and interests of the public and private sectors of the industry and the traveling public.

In June 1977, a second interim report was issued which detailed and analyzed input from the tourism and travel industry on the issues, problems, and needs of the State and local public and private sectors of the industry, both in general terms and in terms of their specific relationships to Federal agencies and programs.

The final report of the National Tourism Policy Study includes the findings of the final phase of the Study, and also reflects the work done in the previous phases of the Study. It is based on work done by the Committee staff and Arthur D. Little, Inc.[1]

The report makes recommendations for a national tourism [2] policy for the United States, and proposes roles for the Federal Government and the public and private sectors of the industry which it believes will help achieve the objectives of that policy. To implement the policy it recommends, the report also makes two alternative recommendations for organizational, programmatic and legislative strategies.

This report also summarizes the principal findings of a related study of national tourism organizations and programs of eight foreign governments sponsored by the Honorable Fred B. Rooney and the U.S. House of Representatives Subcommittee on Transportation and Commerce. We would like to thank Chairman Rooney for his support as well as the other members of the Subcommittee on Transportation and Commerce for their support of the National Tourism Policy Study and for permission to reproduce the key findings of the House of Representatives Study.

While this report was developed with guidance from the Senate committee staff, it does not necessarily represent the views of the Senate Committee on Commerce, Science, and Transportation, but rather embodies the objective judgments and recommendations of the Arthur D. Little, Inc., study team. In that context, the Arthur D. Little, Inc., study team has recommended the following:

- A national tourism policy which recognizes the importance of the existing Federal role in such traditionally defined tourism and travel areas as transportation and lodging as well as the importance of the Federal commitment to support and enhance our recreational and national heritage resources.
- The national tourism policy should include at least seven principal policy goals:
  - —Optimize the contribution of the tourism and recreation industries to economic prosperity, full employment, regional economic development, and improved international balance of payments;
  - —Make the opportunity for, and the benefits of travel and recreation universally accessible to residents of the United States and foreign countries;

---

[1] The Arthur D. Little, Inc., study team consisted of the following: Dr. Cyril C. Herrmann, vice president, Arthur D. Little, Inc., project director; Thomas G. Lloyd, assistant project director; Chrisopher W. Krebs, principal investigator; Judith Helm, research analyst; Angela F. Speranza, project administration; Lois F. Shannon, report preparation; Carolyn W. Hartle, coordination.

Dr. John D. Hunt, assistant dean, College of Natural Resources, Utah State University served as special consultant to the study team.

[2] The term "tourism" is used interchangeably with "travel."

—Contribute to personal growth and education of the population, and encourage their appreciation of the geography, history, and ethnic diversity of the Nation through tourism and recreation;

—Encourage the free and welcome entry of foreigners traveling to the United States, consistent with the national interest in protecting the revenue, and preventing the entrance of illegal aliens, and the importation of prohibited merchandise at ports of entry;

—Protect and preserve the historical and cultural foundation of the Nation as a living part of community life and development, and to insure future generations an opportunity to appreciate and enjoy the rich heritage of the Nation;

—Insure the compatibility of tourism and recreation policies and activities with other national interests in energy development and conservation, environmental protection, and judicious use of natural resources; and

—Harmonize, to the maximum extent possible, all Federal activities supporting the needs of the general public and the public and private sectors of the tourism and recreation industries. Take a leadership role with all concerned with tourism, recreation, and national heritage preservation.

- To implement the proposed national tourism policy, the Congress should create two organizational entities to assure effective programmatic interpretation of the policy: a principal Federal travel and recreation agency and a principal Federal interagency coordinating council. The Congress should also encourage State and local governments and the private sectors of the tourism and recreation industries to create, in close cooperation with Federal officials, a principal Federal/State/local coordinating body and a principal Federal/private industry coordinating body for travel and recreation.
- The proposed principal Federal travel and recreation agency—the U.S. Travel and Recreation Agency—should be created as an executive agency outside of existing departmental structures (headed by an Administrator appointed by the President) through a consolidation of the staff, budgets, and most activities now carried out by the U.S. Travel Service, the Bureau of Outdoor Recreation, the National Visitor Center of the National Park Service, and the Office of Archeology and Historic Preservation of the National Park Service. No increase in staff would be required under this proposed rearrangement of related activities.
- The programs in the U.S. Travel and Recreation Agency should chiefly be concerned with the following areas: basic and applied research in travel and recreation; assistance in and coordination of tourism and recreation planning at the local, State, and national levels; technical assistance, education, and informational clearinghouse services to both industry and consumers; and consolidation of existing grants-in-aid programs for development of touristic, recreational and national heritage resources, attractions, and facilities. International tourism pro-

motional activities should be stepped up, while domestic promotional activities on the part of the Federal Government should be limited to indirect support for State, local, and private sector promotional activities.

- The National Travel and Recreation Policy Council should be established as an independent Federal policy coordinating body chaired by a member of the President's domestic and international economic advisory staff and consisting of the 18 department or agency heads whose departments or agencies have important tourism and recreation-related programs or programs which significantly impact on tourism and recreation interests. The Policy Council would be charged with monitoring Federal agencies' compliance with national tourism and recreation policy and coordination of the policy's interpretation with other national interests. To assure the effectiveness of the Council and the cooperation of participating agencies, annual reports to the Congress would be required.
- State and local governments, working in coordination with Federal officials, should be encouraged to estabilsh an Intergovernmental Travel and Recreation Planning Board as a principal Federal/State/local public sector coordinating body made up of State and local travel and outdoor recreation officials and representatives from the U.S. Travel and Recreation Agency. The Planning Board's primary purpose would be to coordinate State and local tourism and recreation interests with Federal activities related to national tourism and recreation policies.
- Private sector officials of the travel and recreation industries should be encouraged to establish a Travel and Recreation Development Board as a principal Federal/private industry coordinating body in tourism and recreation. The Development Board would coordinate private sector interests with Federal activities related to national tourism and recreation policies, including identification of private sector problems, development of industry programs and joint industry/Federal cooperative programs, and reviewing, commenting, and making recommendations of Federal tourism, recreation and heritage resource preservation policies and programs to the U.S. Travel and Recreation Agency and the National Travel and Recreation Policy Council.

The details of the Arthur D. Little, Inc., recommendations are contained in the body of this report. We wish to re-emphasize, however, that these recommendations do not necessarily reflect the official position of the Senate Committee on Commerce, Science, and Transportation. The Committee has not approved, disapproved, or considered this report. Following the text of the report, you will find drafts of two alternative pieces of legislation (Draft A and Draft B) each related to one of the two organizational options described in detail in the report. Both options would appear to be achievable within an annual increased expenditure range (from general revenue) of $1.9 to $2.7 million. The first option which was briefly discussed above would involve consolidation of existing agencies into a new, separate entity. The second option proposes to completely restructure the U.S. Travel Service. It proposes

new program initiatives and an increase in staff size of 24 percent. Consequently, this second option would require an increase in general revenue expenditures of $2.7 million.

While the Federal Government has a significant role to play in tourism, this role must be developed in full partnership with other public and private sector entities. Within the next few months, the Senate Committee on Commerce, Science, and Transportation will initiate hearings on the recommendations and proposals arising from this report and on proposed legislation for a national tourism policy. We invite close, in-depth, and critical consideration of these findings by other members of Congress, by the public and private sectors of the travel and recreation industries, by agencies and departments of the executive branch, and by the general public both in the interim period and during the hearing process. Only in this way can a truly effective and representative national tourism policy be developed.

HOWARD W. CANNON,
Chairman, Senate Committee on Commerce, Science, and Transportation.

DANIEL K. INOUYE,
Chairman, National Tourism Policy Study.

This Report is the result of research funded by the United States Senate. The findings herein were derived from meetings with State and local government tourism officials, industry leaders from the private sector of the tourism and travel industry, Federal agency officials, and secondary source materials provided by the public and private sectors of the tourism and travel industry and Federal agencies. The analysis, interpretation, judgements, opinions, and recommendations presented do not necessarily reflect the official position of the United States Senate Committee on Commerce, Science and Transportation or the Subcommittee on Merchant Marine and Tourism.

Glossary of Key Acronyms Used in this Report

ITPB	Intergovernmental Travel Planning Board
ITRPB	Intergovernmental Travel and Recreation Planning Board
LOTRC	Local Officials Travel and Recreation Council
NTPC	National Travel Policy Council
NTPS	National Tourism Policy Study
NTRPC	National Travel and Recreation Policy Council
SOTRC	State Officials Travel and Recreation Council
TDB	Travel Development Board
TRDB	Travel and Recreation Development Board
USTB	United States Travel Bureau
USTRA	United States Travel and Recreation Agency
USTS	United States Travel Service

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CHAPTER I

INTRODUCTION

I. Purpose, Study Process, and Report Organization

This report by Arthur D. Little, Inc., presents the findings of the final phase of the National Tourism Policy Study (NTPS), undertaken by the U.S. Senate Committee on Commerce, Science, and Transportation, under the sponsorship of Senator Warren G. Magnuson and Senator Daniel K. Inouye. This phase also integrates the findings of all previous phases of the NTPS.

This final phase of the NTPS was designed to develop a proposed national tourism policy for the United States; to define appropriate roles for the Federal Government, the States, cities, private industry, and consumers in carrying out, supporting, and contributing to the national tourism policy; and to recommend organizational, programmatic, and legislative strategies for implementing the proposed national tourism policy.

A. Background of the National Tourism Policy Study

Senate Resolution 347, cosponsored by 71 Senators and unanimously agreed to by the Senate, on June 24, 1974, authorized the then Senate Commerce Committee to undertake a national tourism policy study. As envisioned by the study, a national tourism policy should be a prescription for assuring that the Federal tourism effort effectively respond to the national interests in tourism and, where appropriate, meet the needs of State and local governments and the private sector of the industry (including labor and consumer interests).

In order to meet this objective, such a policy must embody specific directions (and prescribe the necessary mechanism(s) and/or technique(s) for executing these directions) on how existing Federal agencies administering policies and programs significantly affecting tourism can do the following:

- evaluate the degree to which their activities support the national interests in tourism, fulfill their statutory mandates relating to tourism, and meet the tourism needs of State and local governments and the private sector;

- coordinate their separate efforts where they have common or related objectives pertaining to tourism research, planning, development, or promotion;

- eliminate (where possible) those aspects of their policies or programs which contradict or are counterproductive of the Federal tourism effort; and

- receive continual input and recommendations from State and local governments and the private sector with respect to tourism needs, and State and local evaluation of the individual Federal policies or programs which are intended to meet those needs.

The first phase of the national tourism policy study, completed in August, 1976, was designed to tentatively identify the national interests in tourism and to designate the current Federal programs and policies which significantly impact on tourism. This was followed by the second or ascertainment phase of the study, in which the tourism and travel needs of the States, cities, and the private sector were surveyed and analyzed.

The principal vehicle for ascertaining the tourism needs of the State and local public sectors and the private sector was a series of regional and national meetings. These meetings provided an opportunity for representatives of State and local governments and the private sectors to discuss the principal issues confronting the tourism and travel industry, to articulate their needs, and to voice their recommendations concerning ways in which the current Federal involvement in tourism and travel could be made more effective and responsive to these needs.

Past studies by government agencies and commissions which examined the tourism resources and needs of the United States have been criticized for failing to consider the views and recommendations of these individuals and organizations in the public and private sectors which have the day-to-day responsibilities for tourism and travel research, planning, development, and promotion. The ascertainment phase of the NTPS was designed to insure full disclosure of such views and recommendations so they could be given full consideration in the final policy development phase of the study.

Following six regional meetings and seven national meetings attended by nearly 300 public and private sector industry leaders, a questionnaire was sent to meeting participants by Arthur D. Little, Inc., as a means to clarify some of the trade-offs required to resolve conflicts inherent in the needs assessment process. The results of this questionnaire, as well as the results of the regional and national meetings, were published in an Ascertainment Phase Report.[1] These elements of the ascertainment process provided a broad base from which to proceed in the final phase of the NTPS.

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[1] National Tourism Policy Study, Ascertainment Phase, Report on the Ascertained Needs of the State and Local Government and Private Sectors of the Tourism and Travel Industry, prepared at the request of Honorable Warren G. Magnuson, Chairman, Committee on Commerce, Science, and Transportation and Honorable Daniel K. Inouye, Chairman, National Tourism Policy Study, June 1977.

B. The Final Phase of the NTPS

The final phase of the study has involved an assessment of selected key programs in twenty-six Federal agencies identified during eariler study phases as having important impacts on tourism and travel. As part of this assessment, Arthur D. Little, Inc., held more than fifty interviews with Federal agency personnel involved in developing and administering these programs. The purpose of these interviews was to assess the level of priority each agency placed on tourism and travel, to review programs that significantly affect the tourism and travel industry, and determine what obstacles to a more effective Federal response to tourism and travel needs exist in each of these agencies.

Under a satellite study for the U.S. House of Representatives Subcommittee on Transportation and Commerce, sponsored by the Honorable Fred B. Rooney, the study team carried out an extensive survey of the national tourism organizations and programs of eight foreign governments -- France, Spain, the United Kingdom, Ireland, Mexico, Canada, Japan, and Hong Kong. During this survey, the study team conducted more than 100 personal interviews with key tourism personnel in both the national governments and the private sectors of the areas that the study team visited.

Based on the results of the ascertainment phase and the more recent work, Arthur D. Little, Inc. formulated some proposed policy, programmatic, and organizational concepts for the Federal Government which were designed to meet a great many of the needs identified in the Ascertainment Phase Report. These initial concepts were distributed to the participants of the ascertainment phase as well as to a broader audience of State and local tourism and travel officials, and the United States Travel Service and the Bureau of Outdoor Recreation for review and comment. The recommendations received from this review process were considered and integrated into draft review documents for Senate staff study and comment.

While this report was developed with guidance from the Senate staff, it does not necessarily represent the views of the Senate Committee on Commerce, Science, and Transportation, but rather embodies the objective judgments and recommendations of the Arthur D. Little, Inc., study team. In that context this report sets out:

- a proposed national tourism policy for the United States;
- general recommendations for programs to implement the policy;
- two recommended options for a principal Federal tourism agency;
- two recommended alternatives for a Federal interagency coordinating mechanism (Policy Council);
- two recommended alternatives for a Federal/State/local coordinating body (Planning Board); and

- two recommended alternatives for a Federal/Private Industry coordinating body.

C. Organization of This Report

This report is organized into ten chapters. The remaining section of this introductory chapter discusses some of the key terms and definitions used in this study and some of the definitional and terminological problems confronted by the tourism and travel industry.

Chapter II explores the basis for the national tourism policy in the current Federal involvement in tourism and travel, the national interests in tourism, travel, and recreation, and the tourism and travel needs of the State and local public sectors and the private sector of the tourism industry.[1] Chapter II also details the goals and objectives of the proposed national tourism policy and the proposed statement of policy, and the programmatic recommendations for implementing the new national tourism policy.

Chapter III provides a thorough summary of the recommended organizational strategies for implementing the national tourism policy.

Chapter IV discusses the logical basis on which the Arthur D. Little, Inc., study team arrived at the organizational recommendations discussed in Chapter III.

Chapters V-VIII discuss the details of the recommended organizational strategies.

Chapter IX discusses in detail recommended roles for Federal agencies other than the principal tourism agency, as well as specific legislative recommendations for implementing the national tourism policy and the proposed organizational changes.

Finally, Chapter X provides a summary of the findings of the survey of foreign government tourism programs carried out for the U.S. House of Representatives Subcommittee on Transportation and Commerce.

II. Problems of Definition and Terminology in Tourism and Recreation and the Images and Attitudes They Reflect

The National Tourism Policy Study, like any study or inquiry, has required definitions of the various phenomena under study. The task of defining the various activities and organizations central to the study has not been easy. Many of the commonly used terms in tourism and recreation have nebulous meanings and lack concensus of definition, even among business and government leaders who work in tourism, travel, and recreation on a day-to-day basis.

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[1] It should be noted that as this report was being prepared a number of reorganization efforts were already underway. Many agency names may already have been changed or are in the process of being changed. These include the Federal Energy Administration (FEA), United States Information Agency (USIA), Bureau of Outdoor Recreation (BOR), and others. Since it was not possible to determine which agency names would be in official use at the time that this report would be circulated for use, the study team used in all cases the name of the agencies referenced as of November 1977.

At the outset of the NTPS, definitions for various key terms were established to guide the study's development and progress through all its phases.[1] However, the treatment of terminology and definitions in the conceptual phase of the study was provisional and fairly general in nature, and as the final phases of the study were undertaken, it became clear that refinements in some of the original definitions as well as additional terms and definitions were needed.

A complete glossary of these terms and definitions is provided in Appendix A. However, there are three terms -- "tourism," "travel," and "recreation" -- which are so central to this study and so frequently misused or misunderstood that it is important to make explicit at the outset the use and meaning of these terms in this report. These three terms have been defined as follows:

- "Travel" - the action and activities of people taking trips to a place or places outside of their home communities for any purpose except daily commuting to and from work;

- "Tourism" - synomymous with "travel";

- "Recreation" - the action and activities of people engaging in constructive and personally pleasurable use of leisure time. Recreation may include passive or active participation in individual or group sports, cultural functions, natural and human history appreciation, non-formal education, pleasure travel, sightseeing, and entertainment.

The definitions of tourism, travel, and recreation adopted for this report have been made deliberately broad in scope to reflect the broad and varied nature of the interests, activities, and organizations which the NTPS has encompassed. Controversy and confusion over the meaning and application of the terms tourism and travel has primarily been the result of two types of problems: (1) problems in agreeing on explicit common definitions for the terms and (2) controversy over the emotional or connotative meanings attributed to the terms when used to refer to real-world activities and organizations.

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[1]See A Conceptual Basis for the National Tourism Policy Study, Committee Print, U.S. Senate Committee on Commerce, October, 1976., Appendix A, "Defining Tourism for this Study."

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A. Definitional Problems with "Tourism" and "Travel"

Much of the difficulty surrounding definitional problems with tourism and travel has been due to the need to establish narrow "operational' or functional definitions for tourism and/or travel to suit particular needs of researchers, business people, or government officials. Most of these operational definitions have been useful and meaningful for the purposes of those constructing them, but limited or unacceptable and incomparable with the definitions established by others.

The research community, which is responsible for quantifying or measuring the magnitude and characteristics of travel, is most insistent in its demand for neat, structured operational definitions. Likewise, those who are promoting travel and tourism as an economic activity, who perceive their future to be predicated upon its growth, and who require periodic measures of its magnitude and growth, argue for common terminology and rigid definitions. However, these very people lack concensus on what these definitions should be.

In one of the earliest efforts to operationalize a definition of a "tourist", L.J. Crampon listed criteria which could be used to categorize various types of travelers. Among the criteria were a person's residence, destination, distance from home, time away from home, mode of transportation, and purpose of trip. He recognized that by various arrangements of the criterion, ". . . we can develop at least 550 different definitions for travelers. And knowing the ingenuity of researchers, I am certain that they soon will come up with more!"[1]

In another effort to determine preferences for travel definitions and terminology, the U.S. Travel Service asked tourism representatives from 56 States and territories and 130 U.S. cities (State and city travel offices, visitor and convention bureaus, chambers of commerce) to select one of five specified definitions which could best describe the phenomenon or activity with which they were most concerned in their programs.[2] Among the nearly 70% who responded, no clear favorite emerged. In fact, nearly one-fifth of the group was unsatisfied with all five specified definitions and offered one of their own. It is interesting to note that the people who desire a clear-cut operational definition of travel are frequently the same people who argue that travel is so broad that it encompasses all facets of our lives and touches practically everything we do.

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[1]See Crampon, L.J., 1959. "What is a tourist?" in Tourist Development Notes, Bureau of Business Research, University of Colorado, Boulder.

[2]See U.S. Department of Commerce. 1977. Analysis of Travel Definitions, Terminology, and Research Needs Among States and Cities. U.S. Travel Service, Research and Analysis Division, p. 9.

Underlying most of the conflicting operational definitions which have been developed has been a common conceptual definition of travel or tourism as the action of people traveling away from their home community. Problems with operationalizing this conceptual definition have for the most part centered on an inability to determine what exactly constitutes "outside of the home community."

While some researchers have argued that travelers are capable of recognizing when they are outside of their home community and thus can report when they are engaged in travel, others suggest that a time and/or distance away from home must be established as a common threshold which people must cross before being considered as engaging in travel. In the case of a time threshold, it is argued that people are not traveling until they have been away from home at least one night on a trip. In the case of a distance threshold, although some disagreement exists on the distance, it is generally held that people are not traveling until they are 50 or 100 miles or more from home.

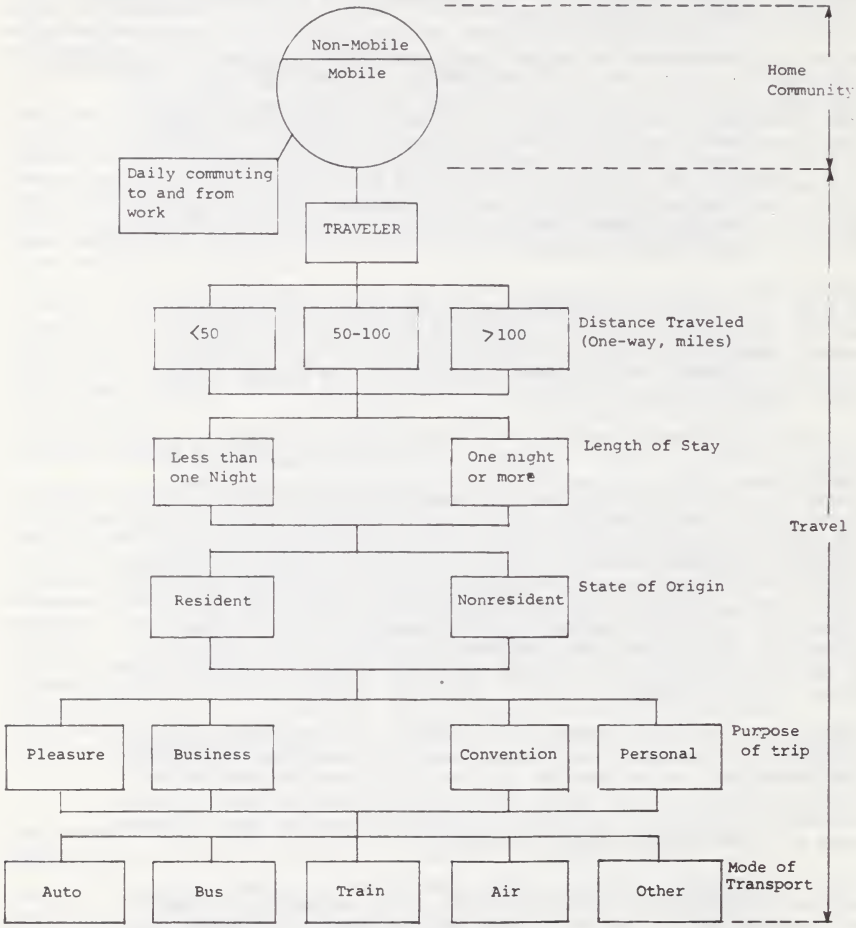
Because each of these operational definitions has its weaknesses, as well as its proponents and detractors, we have chosen to select for the NTPS the broadest possible conceptual definition for tourism or travel, specifying no time or distance limitation: that is, people journeying outside of their home communities for any purpose except daily commuting to and from work.

The NTPS study team believes that the travel industry would profit by formally adopting the broad conceptual definition recommended in this report, thus avoiding the application of arbitrary qualifications or limitations, such as distance or time thresholds, which may eliminate consideration of significant amounts of out-of-community travel. However, we recognize that people travel from place to place of various distances from their homes for differing amounts of time and differing purposes. In so doing, these people exhibit different characteristics, needs, and impacts which are of varying concern to those who may be attracting, servicing, managing and/or accommodating them. These differences contribute to the emergence of relatively narrow subsets of the traveler population to which marketing, programs, services, and research are directed.

Consequently, the travel industry, in general, and the travel research community, in particular, must develop explicit operational definitions that concentrate on that portion of travel with which they may be concerned at any given time. These narrow definitions allow researchers to develop information, particularly statistical data for many different types of travel activities and travelers.

Figure 1 represents an example of how travel might be segmented into subsets of travelers as a function of distance traveled, origin, mode of transportation, and length of stay away from home. Some categories could be deleted or expanded and others added. However, it appears reasonable that all activity outside of the home community, except

Figure 1. DIAGRAMMATIC PRESENTATION OF TRAVEL



daily commuting to and from work, regardless of distance traveled, destination, origin, mode of transportation, purpose, etc., should be understood to represent all travel.

If only particular subsets are of interest, they should be explicitly articulated. In no way should it be implied that the limited portion under consideration represents all travel. Likewise, it seems unwise to allow present-day research and methodological inadequacies, operational conveniences, program specificity, or any other factor, to limit the nature and magnitude of the total travel industry.[1]

B. Choice of Terminology: Images and Attitudes Associated with "Tourism," "Travel," and "Recreation"

Closely associated with problems of denotative definition in the tourism or travel field are problems of terminological use and connotative meaning. Different people frequently have different emotional reactions to particular words or terms and associate different images and values with those terms.

In the National Tourism Policy Study, we use the terms "tourism" and "travel" interchangeably. However, there is little concensus among government officials or the private sector as to which term is the best

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[1]For discussion of other approaches to the definitional problem, see:

Cook, Suzanne D. 1975. A Survey of Definitions in U.S. Domestic Tourism Studies. U.S. Travel Data Center, Washington, D.C. 20 p.

Frechtling, Douglas C. 1976. "Proposed Standard Definitions and Classifications for Travel Research," in Proceedings, The Travel Research Association Annual Conference, Boca Raton, Florida.

International Union of Travel Organizations (World Tourism Organization) 1974. General Programs of Work for the Period 1974-75 - Domestic Tourism. Geneva. 46 p. (the name of IUOTO has been changed to World Tourism Organization and its headquarters has been moved to Madrid, Spain.)

National Tourism Resources Review Commission 1973. Destination USA - Domestic Tourism. Volume 2, U.S. Government Printing Office, Washington, D.C., 124 p.

U.S. Senate, 1976. A Conceptual Basis for the National Tourism Policy Study. Committee on Commerce (Committee on Commerce, Science, and Transportation). U.S. Government Printing Office, Washington, D.C., 70 p.

single descriptor of activities related to people who have journeyed away from home.[1] We suspect that part of this problem lies in the different connotative meanings attached to tourism and travel.

Both tourism and travel may connote a number of different things to different people, including pleasure versus business, sightseeing, adventure, economic opportunity, leisure, change, relaxation, education and expansion of horizons, as well as congestion, exploitation, energy consumption, pollution, litter, high prices, and over-development. Tourism, in particular, however, tends to have polarized connotations for many, among both the general public and government officials.

A classic example deals with the terms used to denote persons who travel. While words like "traveler," "visitor," "passenger," and "guest" may connote indifferent, acceptable or positive meanings, the term "tourist" often connotes a rude, humorously dressed, misbehaving, unsophisticated oaf tangled in the straps of a camera. While most people who are traveling to places outside of their own home environments willingly label themselves as travelers, guests, or visitors, they seldom call themselves "tourists," reserving the term for other people.

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[1]In the U.S. Travel Service analysis of travel definitions and terminology cited earlier, preferences for terminology to label definitions were solicited. When asked what the definitions should be named, the majority of state respondents (68%) recommended Travel or some phrase incorporating the word travel. City respondents were less agreed upon their choice of terminology and split between travel (42%) and tourism (38%). When the two groups were combined, "travel" was chosen by a slim majority (51%) to be the preferred name for the activity with which they are most concerned in their programs. Department of Commerce. 1977. Analysis of Travel Definitions, Terminology and Research Needs Among States and Cities. U.S. Travel Service, Research and Analysis Division, 9 p.

In the conceptual basis report for the National Tourism Policy Study, it was recognized that, "In current usage, for the most part, different terminologies often refer to the same broad activity. For example, the Assistant Secretary for Tourism in the Department of Commerce is responsible for the UST (Travel)S. Of 49 State agencies, 23 include in their titles the designation tourism, 17 use travel and two use both, and seven do not use either.

The broad use of travel is observed further in terms such as travel agent and the National Travel Survey, and in such organizations as the Discover America Travel Association (sic), the Travel Data Center, the Travel Research Association, a number of travel councils, and the earlier Industry-Government Special Task Force on Travel.

Additional examples of the broad use of tourism are seen in the Subcommittee of Foreign Commerce and Tourism, the National Tourism Resources Review Commission, the Commission's own definition of tourist, and the designation of this study." U.S. Senate. 1976. A Conceptual Basis for the National Tourism Policy Study, Committee on Commerce, U.S. Government Printing Office, Washington, D.C. 70 p.

Because of negative connotative associations with the words tourism and/or travel, many of the participants in the NTPS tended to exclude their activities or responsibilities from the tourism and travel field. Many of the Federal Government officials interviewed as part of the study expressed the most narrow and negative attitudes towards tourism. Consequently, their perception and expression of the priority assigned to "tourism" in their programs was low or nonexistent, while in reality, their programs have great impact on tourism and may be contributing significantly to its growth and development.

One of the former leaders of the National Park Service (NPS) was particularly negative toward tourism, perceiving little or no role for the NPS, arguing that where tourism is concerned, the "public has been ripped off" in the past. Yet, the National Park Service must be considered one of the greatest suppliers of tourist opportunities and benefits in the United States.

Similarly, a former top leader in the Bureau of Outdoor Recreation, the agency charged with planning for and financing much of the recreation opportunity in the United States, said, "I can't visualize any interaction" with tourism in the Bureau's past activities and stated emphatically that it is not part of the Bureau's mandate. This was said in spite of the fact that the vast majority of outdoor recreation areas are utilized almost entirely by "tourists" traveling out of their home communities to use such public recreation areas and facilities.

In a hearing before the Subcommittee on Parks and Recreation of the U.S. Senate Committee on Interior and Insular Affairs, Senator Harrison A. Williams (N.J.) stated: "Today, seven of every ten Americans live in relatively few large metropolitan areas - on 1.5 percent of our Nation's land area, while only 3 percent of our public recreation lands are within 1 hour's driving time from the center of the major metropolitan areas." From this statement it is clear that the remaining 97 percent of our public recreation lands are utilized almost entirely by tourists in the sense that nearly all of the persons utilizing these recreational lands must travel from their homes to do so. Therefore, it is clear that most of the recreational opportunities provided by the Bureau of Outdoor Recreation through the Land and Water Conservation Fund, serve a significant segment of the domestic tourism market.

From the outset of the study, there has existed, as a given, that there are close ties between tourism and recreation. A tourist is an individual who travels outside of the home community. However, when the traveler pauses in the course of a trip or arrives at the intended destination, that individual may be engaged in an activity or variety of activities which are, in most cases, at least partially leisure activities (i.e., activities not related to employment).

While these activities are all social activities in some respect, they are increasingly recreational in character, including such things as skiing, boating, hiking, fishing, tennis, etc. These activities can be, in part or

in total, educational, including sightseeing (geography, natural surroundings, etc.), learning experiences (museums, historic sites and buildings, geological formations, natural phenomenon, etc.), cultural and lifestyle experiences (concerts, theater, dining, observing other peoples engaged in a different lifestyle than the visitor, etc.), and sharing experiences (meetings, conventions, etc., to share business and non-business interests with diverse participants).

The tourist is still a tourist, even though that individual is engaged in the same activities at a given destination, as others that live within the community. For a very large number of recreational activities, there is therefore very little justification for the frequently made distinction between home community recreationists, on the one hand, and travelers who engage in recreation on the other.

Unfortunately, while semantic usage may reinforce negative images or attitudes, many of the semantic problems associated with tourism and travel are symptomatic of more deep-seated causes. Some of these causes may be the overt actions of people who travel and those who service them, while other causes may simply be conflicts in values. Although the benefits of travel are vast and varied, including personal, social, economical, educational and cultural benefits, travel is also costly. Often these costs are social and environmental. Depending on one's role in travel and tourism, it is easy to lose sight of either the costs or the benefits.

Although it would be simplistic to believe that benefits of travel only accrue to the buyer and seller of travel, it would be equally naive to suggest that the costs are similarly restrictive. Travel and tourism are complex and all pervasive. They touch and are touched by many facets of our lives, our society, and our environment.

While many of the inherent conflicts in values or effects of tourism activities will not disappear, it is also true that the tourism and travel industry has frequently failed to evaluate itself frankly, to understand and attack some of the more deep-seated problems arising out of tourism and travel activities, and to build lasting bridges of communication and cooperation with other interests in the Nation. This has been particularly the case for tourism and outdoor recreation interests. To the extent that those in both the public and private sectors of the tourism and travel industry can successfully address these problems, much of tourism and travel's attitudinal or image problem may eventually disappear.

CHAPTER II

RECOMMENDATIONS FOR A NATIONAL TOURISM POLICY

I. Introduction

In this chapter we first explore the basis and rationale for a Congressionally-mandated national tourism policy in the nature and character of the current Federal Government involvement in tourism and travel; the national interests in tourism, travel, recreation, and national heritage resource preservation; and the tourism and travel needs of the States and cities as ascertained in the second phase of the NTPS.

We then describe the goals and objectives of the proposed national tourism policy, and describe their relationship to the national interests in travel, recreation, and heritage resource preservation. We also provide a proposed declaration of national tourism policy.

Finally, we summarize a series of programmatic recommendations for implementing the proposed tourism policy and meeting the national interests in tourism and recreation and the tourism and travel needs of States and cities.

II. The Current Federal Involvement in Tourism and Travel

The extent of Federal involvement in tourism-related activities has been inventoried on a number of occasions over the past eight years. An inventory of Federal tourism programs, undertaken by Arthur D. Little, Inc., for the United States Travel Service in 1970, listed 89 programs in 10 executive departments and 47 programs in 36 independent agencies which made a "contribution to the development of travel, tourism and recreation in the United States." The National Tourism Resources Review Commission report published in June of 1973 described 115 programs in over 50 Federal agencies that "directly related to tourism-recreation." The first phase of the National Tourism Policy Study completed in 1976, A Conceptual Basis for the National Tourism Policy Study, reviewed some 97 programs representative of the Federal involvement in tourism.

Arthur D. Little, Inc., conducted the second phase (Ascertainment Phase) of the National Tourism Policy Study on behalf of the U.S. Senate Committee on Commerce, Science, and Transportation. The ascertainment of the needs of the tourism industry identified 31 key Federal agencies involved in activities that in some way significantly affect the industry.

A. Results of the Federal Program Assessment

For purposes of the final phase of the National Tourism Policy Study, the study team held over 70 interviews and meetings with Federal officials in 26 Federal agencies, assessing 35 key programs related to or impacting

on tourism and travel administered by those agencies.

The 35 programs were selected for assessment from the more than 100 tourism and travel-related programs identified in the first phase of the National Tourism Policy Study, as well as in previous surveys of the Federal Government's involvement in tourism.

Given time and budgetary constraints, the choice was limited to 35 programs in order to permit more searching and detailed assessment of programs exemplofying the Federal Government's current involvement in tourism. Programs were shosen for inclusion on the basis of four criteria:

- programs which serve a relatively large number of travelers or administer relatively large budgets;
- programs which represent the principal or only example of current Federal involvment in certain kinds of activities important to tourism;
- programs which are closely identified with or impact on leading issues for the travel industry as ascertained during the second phase of the NationalTourism Policy Study; and
- programs which could provide important future services associated with travel to the public and private sectors or to the general public.

In a few cases, programs which were explicitly criticized during the ascertainment phase of the Study were not included for assessment. These programs were excluded only where it was clear that the criticism was based on a misunderstanding of an agency's mandated role, functions, or responsibilities in tourism and travel.

Officials to be interviewed were identified with assistance from the staff of the Senate Committee on Commerce, Science and Transportation. Interviews were conducted, for the most part, with the key official or officials directly involved in administering the particular program under assessment. In all cases, agency officials or staff were asked to refer the study team to appropriate officials within the agency. In the case of the U.S. Travel Service, the Bureau of Outdoor Recreation, and the National Park Service, interviews were conducted with agency heads as well as with a number of division or office chiefs within the agencies. (See Appendix G)

The purpose of the interviews was to assess the level of priority each agency placed on tourism and travel, to review those programs that significantly affect the tourism and travel industry, and to determine what obstacles exist to a more effective Federal response to tourism adn travel needs in each of these agencies. The interviews were fairly open in structure, with the interviewing team generally asking

officials to describe such matters as the nature and functioning of their programs (mandate, objectives, implementation procedures, budget, staffing, etc.), the perceived relationship of their programs to tourism and travel, the degree of coordination with other agencies on tourism-related matters, and their response to specific criticisms made during the ascertainment phase of the Study by State and local officials or private sector representatives.

The detailed results of those interviews were used as one of the major bases for developing the proposed national tourism policy and recommended implementation strategies discussed later in this report. Table 1 provides a comparative summary of some of the key characteristics of the programs of the 26 Federal agencies assessed, and some measure of the degree of involvement of each of the agencies in tourism and travel matters.[1]

The comparative assessment in Table 1 is by necessity both subjective and summary in nature and does not necessarily do justice to the complex nature of each of the policies and programs examined in the 26 agencies, as well as to the attitudes of the officials administering those programs.

Because of time and budget constraints, it was impossible to spend more than a few hours at maximum interviewing officials in a particular agency. Moreover, the opinions expressed by many of these officials were, for the most part, of a personal nature and did not necessarily reflect the official position of the agency involved. In many cases, however, such an approach was a clear advantage, providing us with frank and open discussion of the strengths and weaknesses of various programs and identification of program aspects and official attitudes which merited improvement. In addition, members of the study team reviewed documented materials on agency policies and programs from the agencies themselves, from Congressional hearings, and from other outside sources. The vast majority of Federal officials expressed a general willingness to cooperate with the study aims. In several instances, however, the study team found Federal officials to be poorly informed about tourism and travel activities or needs and, in a few cases, to be covertly or openly hostile towards proposals for meeting tourism and travel needs.

1. Perceptions of Federal Agency Involvment in Tourism and Travel

The first general point emerging from the Federal agency assessments was the widespread lack of understanding among Federal officials of the degree of their agencies' current involvement in and/or impacts on tourism and

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[1]In table 1, only 32 separate programs are identified; air pollution, water pollution, and environmental impact statement programs of the Environmental Protection Agency have been rated on a joint basis. Twenty-seven separate "agencies" are listed in the table because the Wilderness Preservation Program (number 11) is jointly managed by the National Park Service and the U.S. Forest Service.

TABLE 1

COMPARATIVE SUMMARY OF FEDERAL AGENCY INVOLVEMENT IN TOURISM AND TRAVEL AMONG SELECTED FEDERAL AGENCIES AND PROGRAMS

Agency/Program	Functional Area of Program Involvement/ Impacts on Tourism	Degree of Program Involvement/ Impacts on Tourism		Actual Priority Assigned to Tourism within Agency/Program		Program Mandate Includes/Supports Tourism Goals and Needs	
		ADL Assessment	Agency Assessment	ADL Assessment	Agency Assessment[1]	ADL Assessment	Agency Assessment[1]
1. U.S. Travel Service/ Domestic and Foreign Travel Promotion	Research/Promotion	High	High	High	High	Yes	yes
2. U.S. Information Agency/International Tourism Promotion Support/	Education/Promotion	High	Low	Low	Low	Yes	Yes
Educational and Cultural Exchange		High	Moderate	Low	Low	Yes	Yes
3. Immigration & Naturalization Service	Regulation/Facilitation	High	Moderate	Low	Low	No	No
4. Bureau of Security and Consular Affairs	Regulation/Facilitation	High	Moderate	Low	Low	No	No
5. U.S. Customs Service	Regulation/Facilitation	High	Moderate	Low	Low	No	No
6. Bureau of the Census/ National Travel Survey	Research	High	High	Low	Low	Yes	Yes
7. Federal Energy Administration (Dept. of Energy)	Regulation/Research/Planning/Development/Promotion	High	Low	Low	Low	Yes	No
8. Bureau of Outdoor Recreation/Nationwide Recreation Plan/Land & Water Conservation Fund	Research/ Planning/Development	High	Low	High	Low	Yes	Yes
9. National Park Service/Operation of the Park System	Research/Planning/Development/Promotion	High	Moderate	High	Low	Yes	Yes
NPS/National Register of Historic Places	Research/Planning/Development/Promotion	High	Moderate	High	Moderate	Yes	Yes
NPS/Administration of Park Concessions	Planning/Development	High	High	High	Moderate	Yes	Yes
10. U.S. Forest Service/ Nat. Forest Recreation	Research/Planning/ Development/Promotion	High	Moderate	High	Moderate	Yes	Yes
U.S.F.S /Forest Service Research	Research	High	Moderate	High	Moderate	Yes	Yes
11. Bureau of Land Management	Research/Planning/Development/Promotion	High	Moderat	Low	Low	Yes	Yes
12. Wilderness Preservation System	Development	High	Moderate	Low	Low	Yes	Yes

11. Cooperative Extension Service	Development/Promotion	High	Moderate	Low	Low	Yes	Yes
14. Army Corps of Engineers	Development/Promotion	High	Low	High	Low	Yes	Yes
15. Small Business Administration	Development	High	Moderate	Moderate	Low	Yes	Yes
16. Economic Development Administration	Development/Promotion	Low	Low	Low	Low	No	[illegible]
17. Dept. of Housing and Urban Development Community Development Assistance	Development	Moderate	Low	Low	Low	No	[illegible]
18. Extension Service	Research/Development/Education	High	Moderate	Low	Low	Yes	Yes
19. Environmental Protection Agency	Development	High	Low	Low	Low	Yes	No
20. Occupational Safety and Health Administration	Development/Regulation	High	Low	Low	Low	Low	No
21. Federal Highway Administration/ Federal Aid Highway Program	Development	High	Moderate	Low	Low	Yes	Yes
FHA/Highway Beautification Program	Development/Promotion/Regulation	High	High	High	Low	Yes	Yes
22. Federal Aviation Administration/Airport Planning	Development	High	Moderate	Moderate	Low	Yes	No
23. Civil Aeronautics Board	Regulation/Development/Promotion	High	Low	Low	Low	No	No
24. AMTRAK	Development/Promotion	High	High	Low	Low	Yes	Yes
25. Internal Revenue Service	Development/Regulation/Promotion	High	Low	Low	Low	No	No
26. Federal Trade Commission	Development/Regulation	High	Moderate	Low	Low	Yes	Yes
27. Interstate Commerce Commission	Development/Regulation	High	Moderate	Low	Low	No	Yes

[1]Represents personal view of Agency official interviewed and not necessarily the official position of the Agency.

TABLE 1 (continued)

Agency/Program	Degree of Coordination with Other Agencies on Tourism Matters	Relationship of Program Goals to National Interests in Tourism	Success with which Agency Program Meets Appropriate National Interests in Tourism and/or Public and Private Sector Needs as Defined by Current Mandate/Mission	Agency Officials Receptive/Unreceptive to Increased Support for Tourism Goals/Objectives
1. U.S. Travel Service/ Domestic and Foreign Travel Promotion	Poor	Economic	Moderately Effective	Receptive
2. U.S. Information Agency/International Tourism Promotion Support/	Poor	Economic	Moderately Effective	Neutral
Educational and Cultural Exchange	Poor	Consumer	Effective	Neutral
3. Immigration and Naturalization Service	Poor	Economic/Consumer	Moderately Effective	Neutral
4. Bureau of Security and Consular Affairs	Poor	Economic/Consumer	Moderately Effective	Unreceptive
5. U.S. Customs Service	Poor	Economic/Consumer	Moderately Effective	Neutral
6. Bureau of the Census	Fair	Economic	Moderately Effective	Receptive
7. Federal Energy Administration (Dept. of Energy)	Poor	Economic/Consumer/ Environment/Resource	Ineffective	Unreceptive
8. Bureau of Outdoor Recreation/Nationwide Recreation Plan/Land & Water Conservation Fund	Fair	Economic/Consumer/ Environment/Resource/ Government	Moderately Effective	Receptive
9. National Park Service/ Operation of the Park System	Poor	Economic/Consumer/ Environment/Resource	Moderately Effective	Unreceptive
NPS/National Register of Historic Places	Poor	Economic/Consumer/ Environment/Resource	Moderately Effective	Receptive
NPS/Administration of Park Concessions	Poor	Economic/Consumer/ Environment/Resource	Moderately Effective	Receptive
10. U.S. Forest Service/ Nat. Forest Recreation	Poor	Economic/Consumer/ Environment/Resource	Moderately Effective	Mixed
U.S.F.S./Forest Service Research	Poor	Economic/Consumer/ Environment/Resource	Effective	Receptive
11. Bureau of Land Management	Poor	Economic/Consumer/ Environment/Resource	Moderately Effective	Neutral

12. Wilderness Praservation System	Poor	Environmant/Resource/ Consumer	Effective	Receptiva
13. Cooperative State Research Service	Poor	Economic/Environment/ Resource	Moderatelv Effective	Receptive
14. Army Corps of Enginasra	Poor	Economic/Consumer/ Environment/Resource	Moderatsly Effective	Neutral
15. Small Business Administration	Poor	Economic	Moderstely Effectiva	Recaptive
16. Economic Development Administration	Poor	Economic	Ineffectiva	Unreceptive
17. Dept. of Housing and Urban Devalopment/Community Davelopmant Assistance	Poor	Economic/Consumer	Moderately Effactiva	Neutral
18. Extension Sarvice	Poor	Economic/Consumer/ Environment/Resourca	Moderately Effactive	Receptive
19. Environmentel Protection Agancy	Poor	Economic/Consumer/ Environment/Resourca	Modarately Effective	Raceptiva
20. Occupationel Safaty and Health Adminietretion	Poor	Economic	Ineffective	Unraceptiva
21. Fedaral Highway Administration/Fedaral Aid Highway Program	Poor	Economic/Consumar	Moderately effectiv	Neutrel
FHA/Highway Beautification Program	Poor	Coneumar	Moderately affective	Receptive
22. Federal Aviation Administration/Airport Planning	Poor	Economic/Consumer	Moderetely Effective	Nautrel
23. Civil Aeronautics Boerd	Poor	Economic/Consumer	Moderately Effective	Receptiva
24. AMTRAK	Poor	Economic/Consumer	Ineffective	Receptive
25. Internal Revenue Sarvica	Poor	Economic	Inaffactive	Unrecaptive
26. Fedaral Trada Commission	Poor	Economic/Consumer	Moderataly Effectiva	Nautrel
27. Interstate Commerce Commission	Poor	Economic/Consumar	Moderetaly Effective	Nautrel

travel. As shown in Table 1, programs in all 26 agencies were considered by the study team to have a high degree of involvement in and/or impacts on tourism and travel. However, officials in only four agencies administering five of the assessed programs considered that they had a high degree of impact on the travel industry. These four included the U.S. Travel Service (USTS), the Bureau of the Census, (National Travel Survey), the Federal Highway Administration (Highway Beautification Program), and AMTRAK.

On the other hand, the officials of fourteen agencies considered that programs in their agencies had a low degree of involvement or impacts on tourism and travel activities. These included tourism-related programs such as the National Park Service (agency leadership), the Civil Aeronautics Board, the U.S. Army Corpos of Engineers, the Federal Energy Administration, and the Internal Revenue Service.

A similar difficulty in understanding arose with respect to the actual priority (vs. the priority perceived by agency officials) which the 26 agencies were assigning to tourism and travel in their programs. The NTPS team concluded that six agencies administering 11 programs had assigned an actual high priority to tourism and travel within their programs. These agencies were USTS, the National Park Service (NPS), the U.S. Forest Service, the Army Corps of Engineers, the Federal Highway Administration (Highway Beautification), and AMTRAK. The study team based this conclusion on the fact that, although nominally the agencies had not assigned a high priority to tourism, they had assigned a high priority to certain programs which did have significant involvement in and/or impacts on tourism and travel.

Of these six agencies, officials in only three -- USTS, AMTRAK, and the Federal Highway Administration -- agreed with the study team's assessment. Officials from the other three agencies perceived that their agencies' priority for tourism and travel was low. In eighteen other agencies administering a total of 19 programs, there was no perceptual problem. Both the study team and agency officials agreed that tourism and travel received low priority within the agencies.

The study team concluded that 22 agencies administering a total of 26 programs had a program mandate which included or supported tourism-related goals and needs. Out of those 22 agencies, officials from eleven felt that their program mandates did not include or support tourism-related goals. The agencies with which these officials were associated included the Federal Energy Administration,[1] the Economic Development Administration, the Department of Housing and Urban Development, the Environmental Protection Agency, the Federal Aviation Administration, the Civil Aeronautics Board, and the Internal Revenue Service.

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[1]At the time of the Federal agency interviews, the new Department of Energy had not been operationalized.

There appeared to be one basic reason for this disparity between the study team's perceptions of the agencies' involvement in tourism and prioritizing of travel and the perceptions of the agency officials themselves. Agency officials tended to narrowly define "tourism" or "travel" to the most visibly (and frequently the most blatantly) commercial sectors of the tourism industry. Given this definition, many officials were mystified as to why they were being interviewed on the subject of tourism or rather quickly revealed some distaste for the frivolous and unprofessional nature of the industry and its participants. In other words, these Federal officials failed to take tourism seriously.

2. Degree of Coordination

For the most part, the study team found that Federal interagency coordination on tourism and travel issues was poor to nonexistent. Twenty-four agencies administering a total of twenty-nine programs were considered to have poor coordination with other agencies.

Coordination by the Bureau of Outdoor Recreation -- officially charged with coordinating Federal Government activities in outdoor recreation -- was considered only fair by the study team; this view was generally supported by BOR officials themselves. The only other agency considered by the study team to have fair coordination linkages on tourism was the Bureau of the Census (National Travel Survey). None of the agencies assessed had good or excellent interagency coordination linkages.

Officials almost unanimously reported little or no coordination of program activities and policies with the U.S. Travel Service. In several cases, officials of other agencies either were unfamiliar with the name and functions of USTS or were totally unaware of the agency's existence.

For the most part, coordination where it did exist, was undertaken through informal channels at the urging of individual officials with a particular interest or concern for tourism and recreation-related matters. Coordination was problem-specific and sporadic and did not deal with overall issues or policy matters. Officials generally received little or no official agency support or encouragement for coordination efforts undertaken.

The degree of coordination at the State and local levels between Federal agencies and public and private sector officials in tourism and recreation varied widely among agencies. However, coordination with State travel directors and others directly involved in tourism at the State and local levels was generally minimal. The agencies concerned with recreational development -- NPS, the Bureau of Land Management (BLM), the Forest Service, and the Corps of Engineers -- for the most part reported minimal coordination with the tourism industry at the State and local level.

3. Relationships of Federal Programs with the National Interests in Tourism and Travel

The goals of 29 programs in 26 agencies were considered by the study team to have some relationship with economic-related national interests in tourism and travel. The goals of 23 programs in 20 agencies were considered by the team to have some relationship with consumer-related national interests in tourism and travel. Thirteen programs in ten agencies were considered to have some relationship with natural resource or with environment-related national interests in tourism and travel.

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Agencies which were considered to have program goals related to all four national interest areas included: the Federal Energy Administration, the Bureau of Outdoor Recreation, the National Park Service, the U.S. Forest Service, the Bureau of Land Management, the Army Corps of Engineers, the Department of Agriculture's Extension Service, and the Environmental Protection Agency. Interestingly, officials of all of these agencies considered their programs to have only low or moderate involvement or impacts in tourism and to have a low or moderate priority assigned to tourism within the agency.

The study team concluded that five programs in five agencies were generally ineffective in meeting appropriate national interests in tourism or the tourism needs of the public and private sectors as defined by the current mandate or mission of the agency. These agencies were the Federal Energy Administration, the Economic Development Administration, the Occupational Safety and Health Administration, the Internal Revenue Service, and AMTRAK. In the case of the first four, the principal reason for the ineffectiveness lay in official ignorance of and lack of commitment to tourism-related issues and problems. In AMTRAK's case, the primary source of ineffectiveness lay in insufficient budgetary and staff resources.

Twenty-four programs in 21 agencies were considered by the study team to be moderately effective in meeting appropriate national interests in tourism or the needs of the public and private sectors. Frequently, these agencies were failing to meet tourism needs of the public and private sectors which would be, in theory, appropriate for them to address, but this failure was due at least in part, to a lack of mandate rather than to ineffective policy or program implementation per se.

Constraints which kept these programs from operating at full effectiveness with respect to meeting the national interests in tourism and the needs of the States and cities included budgetary and staff constraints, official negative bias towards tourism and travel, narrow interpretation of the agency's Congressional mandate to exclude tourism-related objectives, poor design of programs and inefficient implementation of programs.

Three programs in three agencies were considered by the NTPS team to be effective in meeting appropriate national interests in tourism or the tourism needs of the States and cities. These were the Educational and Cultural Exchange Program of the U.S. Information Agency and the Department of State; the U.S. Forest Service Research Program, and the Wilderness Preservation System.

The study team found general support among the agencies for increasing their commitment to tourism and travel. Officials administering 14 programs in 13 agencies were generally receptive to providing increased support for tourism-related goals and objectives if they were given sufficient Congressional backing and, in some cases, necessary staff and funding. Officials administering 11 programs in 10 agencies were

generally neutral about providing increased support for tourism-related goals and objectives. Officials in six agencies appeared generally unreceptive about providing additional support for tourism goals and objectives. These agencies were the Bureau of Security and Consular Affairs within the Department of State, the Federal Energy Administration, the National Park Service (overall operation of the Park System), the Economic Development Administration, the Occupational Safety and Health Administration, and the Internal Revenue Service.

4. Key Problems of the Current Federal Involvement in Tourism and the Role of the U.S. Travel Service

All of the organizations that have reviewed the extensive Federal involvement in tourism agree that Federal efforts are inefficient, duplicative, overlapping, lacking in cohesion, and, in general, demonstrate a lack of awareness of the social and economic importance of tourism. To date, no legislation has been enacted which provides tourism and tourism-related programs with policy guidance regarding the national interests in tourism or which provides mechanisms for resolving conflicts among various interests.

Given the extensive Federal involvement in tourism and recreation, two things are clear. First, there are too many Federal agencies involved in some way with tourism to effectively consolidate these agencies into a single Federal entity. Second, the number one problem obstructing a cohesive Federal involvement in toursim is the lack of effective coordinating mechanisms.

It was initially assumed by the study team that the USTS could be modified to provide a new tourism policy emphasis and implement needed new programs. It was with this assumption in mind that the study team interviewed the Assistant Secretary of Commerce for Tourism, the Deputy Assistant Secretary (both new to USTS at the time of the interviews), and each USTS office head within the headquarters structure. In addition, three of the six USTS overseas regional office directors and the head of the International Congress Office in Paris were interviewed. The study also reviewed existing program documentation, legislation, legislative history, and Congressional hearing records. The problems related to building a more effective Federal role in tourism around USTS are numerous and sufficient to encourage efforts to find a new vehicle for Federal tourism policy implementation.

Historically the Secretaries of Commerce, given a rather narrow but specific tourism mandate by the Congress, have failed to demonstrate any significant support for tourism interests. This was also true of the Secretaries of the Interior when tourism functions were assigned to the Department of the Interior. While there are circumstances which may have justified to some extent the neglect of tourism by department heads with varied responsibilities, the Congress should consider very carefully these past failures when considering future alternatives. Tourism, when placed in competition with more "burning issues," has fared poorly in existing departments and the evidence suggests that, regardless of the extent of the new Congressional mandate, tourism is likely to continue to receive little attention within existing Federal departments.

Issues of departmental level support for tourism aside, the U.S. Travel Service as presently constituted is not an effective instrument for Federal tourism policy implementation. In the area of research, USTS has devoted only a modest portion of its budget to research activities. Statistical data collection, relying to a large extent on resources external to USTS, has been a continuing concern of USTS in the past. However, the tourism industry expects a good deal more data and research from the agency than its limited budget will permit. The USTS legislative mandate does not encourage research as a principal function of the agency, and USTS has appropriately constrained the extent of its research efforts. It is not clear to what extent USTS has recognized the more extensive and legitimate research needs of the industry or communicated these needs to the Congress.

Planning activities within USTS are currently nonexistent. The Congress has not as yet recognized this need even though the need for planning is wisely espoused by the tourism industry, and most major U.S. competitors in the area of tourism have major planning programs within their respective national tourism organizations.

USTS has also been absent from the area of tourism development because of the restrictive legislative mandate under which it operates. Most other Western nations provide grants, loans, and/or loan guarantees for tourism development activities. The Small Business Administration and the Economic Development Administration can provide tourism development assistance as can a number of other Federal agencies. If these agencies had a greater appreciation of the potential of tourism projects as a means of local and regional economic development and job generation, their programs would probably be adequate to meet the needs of the tourism industry in this area. USTS has not been an effective advocate for tourism interests with these agencies nor has it created any effective communications linkages with these or other development agencies.

Promotion has been the overwhelming interest of the U.S. Travel Service, consistent with its current legislative mandate. The program focus of USTS until recently has been international travel promotion. The agency has been relatively successful at promoting travel to the U.S., given its budget constraints. However, USTS has failed to produce the intended purpose of Federal intervention in foreign travel promotion. Chronic deficits in the travel account of the U.S. international balance of payments were the primary stimulus to the International Travel Act of 1961, which created the U.S. Travel Service. The U.S. is still 20% short of sufficient foreign arrivals and 25% short of foreign expenditures to balance its travel account. This is in large measure attributable to inadequate Congressional funding for international travel promotion. The United Kingdom, for instance, spends 7.3 times as much as the U.S. to support its national tourist organization on a per capita basis and Ireland spends 120 times as much. The average per capita expenditures on international promotion, based on eight foreign governments surveyed by Arthur D. Little, Inc.,[1] was $0.54; the U.S. spent $0.03 per capita on international promotion or 18 times less than average.

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[1]Canada, Mexico, United Kingdom, Ireland, France, Spain, Hong Kong, and Japan.

USTS has been hampered by its small staff as well as its small budget. The agency, with a staff of 120-130, is far below the 320 average staff size of the eight foreign government tourism organizations surveyed by the study team. Its staff is 20% smaller than that of the Colony of Hong Kong and considerably smaller than the United Kingdom with more than 700 staff members.

The small size of USTS has probably limited its ability to coordinate its activities with other Federal agencies. Notwithstanding staff limitations, USTS has not been particularly aggressive in the past in initiating coordination efforts. This is in part due also to a relatively narrow perception on the part of past USTS leadership as to the role of the agency in the Federal arena.

However, USTS is not alone in its failure in the area of coordination. The Bureau of Outdoor Recreation, which has broad responsibilities for inter-agency coordination, has been equally unsuccessful in achieving significant results through coordination. In addition, the Office of Facilitation in the Department of Transportation has specific, if narrow coordination responsibilities that have produced little in the way of results, at least in the area of foreign visitor facilitation coordination.

These agencies are only examples of the broad problem of interagency coordination. The study team found little commitment anywhere in the Federal Government to effective coordination and no examples of successful interagency coordination. The President's Reorganization Project staff has recognized this pervasive problem of the Federal Government and the need to remedy the situation. The issue of coordination is discussed elsewhere in this report, and the study team has made recommendations that speak to this particular problem.

Recognizing the limitations that the Congress has placed on the U.S. Travel Service, both in terms of mandate and budget, there remains problems not attributable to these factors.

The U.S. Travel Service is currently structured along lines similar to other larger agencies. Its small size would suggest the need for a more utilitarian organizational arrangement. This organizational inappropriateness may in part account for the disapproportionate amount of agency resources devoted to administration. It appears from the information provided to the study team, that 27% of the USTS staff is at a level of GS-14 or higher. The Department of Commerce overall has 15% of its staff graded GS-14 or higher. Comparable figures for the Department of Housing and Urban Development and the Department of the Interior are 12% and 6% respectively. It has been suggested by some members of the tourism industry that the U.S. Travel Service has been used as a "political dumping ground" by previous administrations, which, if true, could also account for the apparent top heavy character of the agency. The USTS Budget Estimates, Fiscal Year 1978 Congressional Budget indicates that over 20% of the agency's staff resources provide "executive direction." This, when combined with clerical level staff (36%), leaves about 44% of a very small staff to implement programs and provide direct services. Our analysis of organizational options described later in this

report suggests that an effective agency organization requires approximately 20% of the staff to be GS-14 levels or higher (compared to 27% currently) for a small agency (Option B) and 11% for a larger agency (Option A).

It is possible that individuals within the USTS have been given titles that suggest management responsibilities in excess of those actually assigned. "Puffing" job descriptions is a practice that occurs to some extent in many Federal agencies and may just be more noticeable in a small agency like the U.S. Travel Service. It should be pointed out that the study team was not looking for nor did it discover any information that indicates that any specific individual has been overgraded or is holding a position as the result of political manipulations. The principal concern here is not the titles or the salary level of the staff, but the effectiveness of the agency and the extent to which grade level and organizational arrangement manipulations are destructive to productive activities. Past USTS management has been responsible for the organization of the agency, within budgetary limitations, and should have recognized the handicaps inherent in historic staffing patterns.

There was, at the time of the interviews, other widespread evidence that management direction was weak in a number of areas and had been for some time. This lack of effective management was exemplified by a general lack of program priorities, a pervasive absence of program focus, and an excess of trial and error program implementation. The study team found a number of programs of significant merit mixed with a number of others with little apparent potential or significance. The broad range of numerous small programs was accompanied by a general lack of staff ability to distinguish between worthwhile programs and insignificant programs. This situation appears to be one that has existed for some time and the Secretaries of Commerce and the Congress must each accept a share of the blame for allowing this situation to continue.

It should be pointed out that the USTS overseas operations appear to be much better focused and managed than the U.S. operations. In fact, it was the relative strength of the three overseas operations that the study team examined that encouraged us to extend our efforts to develop a new Federal tourism effort built around the USTS. Ultimately, however, the study team rejected this alternative. Although there appears to be a good deal of dedication on the part of the new Assistant Secretary and Deputy Assistant Secretary to correcting the problems of the U.S. Travel Service, the study team felt that it had little justification to recommend to the Congress a continued reliance on the USTS as the principal instrument of Federal tourism policy. With the exception of the USTS international offices, program modifications, organizational realignment, and change in management and operating style needed would suggest an agency very different in character than the U.S. Travel Service. To the extent that the study team felt that the USTS could continue to serve as a vehicle of Federal policy, it has recommended as one alternative an essentially new agency structured within the shell of the U.S. Travel Service.

In summary, the U.S. Travel Service lacks the respect of the travel industry, and dissatisfaction with the Federal tourism efforts, as represented by the

U.S. Travel Service, is widespread within the industry. The principal Federal tourism agency should function in support of private sector organizations if it is to be effective and provide leadership to all individuals and organizations interested in tourism. The failure of the U.S. Travel Service to do either effectively in the past, severely limits its ability to be creditable in these roles in the future. An increase in the size of the principal Federal tourism agency and eventually its budget are essential to achieve measurable improvements in effectiveness over past Federal efforts. Existing USTS staff cannot be expected to function any better in the future than it has in the past without the infusion of new management capable of developing procedures that establish clear priorities, coherent programs, and effective control on performance. Congress must broaden its mandate to the principal Federal tourism agency to allow it to function appropriately, tighten its oversight to assure that it functions effectively, and intervene quickly and surely if it does not.

III. The Proposed National Tourism (and Recreation) Policy

A. Broad National Interests, Current Public Policy Principles and the National Interests in Travel and Recreation

1. The Need for a National Travel and Recreation Policy

The study team concluded early in the study process that the proposed national tourism policy to be successful, must be reflective of and responsive to:

- broad national interests of a general nature;
- public policy principles currently governing legislative and administrative activities of the Federal Government;
- the specific national interests in tourism and recreation; and
- the travel and recreation needs of the State and local public sectors, of the private sector, and of consumers.

The study team began the process of policy creation by identifying broad national interests and current public policy principles from a variety of sources, including Congressional legislation, Executive policy statements, program mandates of current Executive Branch programs, and other statements by Congressional and Executive Branch leadership. As this process proceeded, however, it became increasingly clear that a national tourism or travel policy could not successfully be developed while ignoring the need for a national policy on recreation.

The natural ties between travel and recreation (as well as in national heritage development and preservation) have become increasingly evident in recent years. Public and private sector activities in these areas are increasingly widespread, interdependent, and interactive. With increased mobility, incomes, and leisure time, people participating in recreation activities have increasingly traveled outside of their home communities to take advantage of such opportunities. At the same time, recreational attractions and surrounding facilities have increasingly been designed and operated to cater to recreationists arriving from outside the community. Moreover, public and private sector interests in these areas have many of the same underlying needs and face many of the same basic issues and problems. This similarity in issues and needs was made clear during the ascertainment phase of the National Tourism Policy Study. In identifying members of the tourism industry to participate in the tourism needs assessment, it was obvious that members of the private sector in many cases were in the business of serving leisure time needs without distinguishing between tourism and recreation. This was also true of the public sector participants, a number of whom represented State entities that include recreation, tourism, and historic preservation activities in a single agency. In addition, many of the needs identified by the tourism industry were recreation needs and many were equally applicable to tourism and recreation. It was only in the area of promotion needs and travel-related needs that a clear distinction could be made between tourism and recreation.

As the study team began to develop goals and objectives for the proposed national tourism policy, it became obvious that these goals and objectives could not be achieved to any substantial degree if national policy development for both travel and recreation did not formally mirror the natural and inextricable ties between travel and recreational activities within the Nation. Without a consolidated Federal approach to meeting the needs of public and private sector interests in these fields, it would be impossible to maximize the effectivensss, imaginativeness, and flexibility of Federal involvement and to minimize interagency duplication and conflict -- the key goals of the National Tourism Policy Study.

In addition, a consolidated Federal policy on tourism and recreation would serve to stimulate development of a broader and deeper understanding of the interlinkages between travel, recreation, and national heritage activities at the State and local levels and would likely lead to increased coordination at the State and local levels between tourism and recreation interests. Such mutual understanding and coordination could go a long way towards reducing the parochialism to certain sectors of the tourism and recreation industries.

As a result, in spite of the fact that the study team's principal mandate was to develop a proposed "national tourism policy" for the United States, we concluded that such a national tourism policy could be most effectively created by broadening the proposed policy to include recreation interests, thus in essence creating a proposed national travel and recreation policy.

While the study team did not devote the same degree of effort towards specific examination of recreational needs of the States and cities and recreational activities of Federal Government as it did to travel needs and Federal travel activities, there was much overlap during both the ascertainment phase (as noted above) and during the assessment of Federal programs. We believe that the current needs assessment activities of the Bureau of Outdoor Recreation in preparation for the 1978 Nationwide Outdoor Recreation Plan (as well as other ongoing needs assessment studies being conducted by BOR) would provide most of the additional input required for effectively meeting the recreation as well as tourism needs of States and cities, the private sector, and consumers under an umbrella national travel and recreation policy. While we have continued to refer frequently in this report to the proposed "national tourism policy," we mean by that a proposed national tourism and recreation policy.

2. Broad National Interests and Current Public Policy Principles

The study team identified four principal categories of broad, underlying national interests to which a tourism and recreation policy would have to be responsive: (1) economic national interests; (2) national interests associated with the individual well-being of the population; (3) national interests associated with natural resources and the environment; and (4) national interests associated with governing the Nation.

The study team also identified a series of public policy principles which represented the apparent "guidelines" on which Federal Government leaders have been able to achieve a consensus for guiding Federal legislative and administrative activities. The study team felt strongly that the improved standing for tourism and recreation arising out of a national travel and recreation policy would be accompanied by increased expectations from the public and the Federal Government with respect to the activities of the tourism and recreation industries. The tourism industry will be expected to accept the dominant social values of the people of the United States and to contribute significantly to the quality of life towards which our citizens are moving.

The tourism industry, perhaps unfairly, has been characterized in the past, as frivolous, patrician, consumption oriented, anti-culture, and environmentally insensitive. To the extent that any of these characterizations are true, the industry will have to change and to the extent that they are mistaken impressions, the industry will have to change its image.

The official status for the industry that the new national policy implies will necessitate industry behavior that supports other non-tourism public policy principles. The objectives of the new national policy presupposes that the industry will respond positively to Federal tourism/recreation initiatives that fully support other national public policy principles or as a minimum, will not work against those principles.

The guiding principles of national public policy, as identified by the study team, include:

- energy conservation;
- full employment;
- economic growth with minimum inflation;
- improved operation of the Federal government;
- environmental protection;
- judicious use of natural resources;
- urban revitalization;
- preservation of national heritage resources;
- consumer protection;
- equal opportunities for disadvantaged segments of the population;
- improved physical and mental health;
- reduced international trade deficits;
- equitable taxation;
- economic viability of U.S. small businesses;
- minimum regulation of private industry;
- improved international goodwill; and
- balanced national transportation system.

B. The National Interests in Tourism and Recreation and the Goals of the National Tourism Policy

Based on the identified broad national interests and public policy principles, the study team proceeded to identify the national interests in tourism and recreation, using as a guide the tentative identification of national interests in tourism developed during the first phase of the National Tourism Policy Study.[1] These national interests in tourism and recreation then served as the basis for formulation of the principal goals of the national tourism policy.

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[1]See A Conceptual Basis for the National Tourism Policy Study, Committee Print, U.S. Senate Committee on Commerce, October, 1976.

The goals of the proposed national tourism and recreation policy and their relationship to the underlying national interests, current public policy principles, and the national interests in tourism and recreation are summarized in Table 2.

Seven principal goals were formulated for the national tourism policy. These goals fall into four categories aligned with the categories developed for the broad, underlying national interests -- economic, consumer (or individual well-being), natural resources and the environment and government operations. The seven national tourism policy goals are as follows:

- Economic Goals

  - Optimize the Contribution of the Tourism and Recreation Industries to Economic Prosperity, Full Employment, Regional Economic Development, and Improved International Balance of Payments;

- Consumer Goals

  - Make the Opportunity for, and the Benefits of Travel and Recreation Universally Accessible to Residents of the U.S. and Foreign Countries;

  - Contribute to the Personal Growth and Education of the Population, and Encourage their Appreciation of the Geography, History, and Ethnic Diversity of the Nation Through Tourism and Recreation;

  - Encourage the Free and Welcome Entry of Foreigners Traveling to the U.S. , While Balancing this Goal with the need to Monitor Persons and Goods Entering the Country, and with Laws Protecting Public Health;

- National Resource/Environmental Goals

  - Protect and Preserve the Historical and Cultural Foundations of the Nation as a Living Part of Community Life and Development, and to Insure Future Generations an Opportunity to Appreciate and Enjoy the Rich Heritage of the Nation;

  - Insure the Compatibility of Tourism and Recreation Policies and Activities with Other National Interests in Energy Development and Conservation, Environmental Protection, and Judicious Use of Natural Resources;

TABLE 2

GOALS OF THE PROPOSED NATIONAL TOURISM POLICY AND THEIR RELATIONSHIP TO (1) BROAD UNDERLYING NATIONAL INTERESTS, (2) CURRENT PUBLIC POLICY PRINCIPLES, AND (3) THE NATIONAL INTERESTS IN TOURISM AND RECREATION

Broad Underlying National Interests	Supporting Public Policy Principles	The National Interests in Tourism and Recreation	Goals of the National Tourism Policy
I. Maintenance and Growth of a Healthy and Competitive National Economy	• Achieve Full Employment • Stimulate Economic Growth with a Minimum of Inflation • Reduce International Trade Deficits • Encourage Regional Economic Development • Maintain the Economic Viability of U.S. Small Businesses • Avoid Excessive Gov't. Regulation of the Private Sector • Avoid Excessive and Discriminatory Taxation • Stimulate Urban Revitalization • Support a Balanced National Transportation System	Optimization of the Contribution of the Tourism and Recreation Industries to Economic Prosperity, Full Employment, Regional Economic Development, and an Improved International Balance of Payments.	1. Optimize the Contribution of the Tourism and Recreation Industries to Economic Prosperity, Full Employment, Regional Economic Development and Improved International Balance of Payments.
II. Maintenance and Improvement of the General Welfare and Public Health of the Nation and Maintenance and Improvement of International Goodwill and Intercultural Appreciation and Understanding	• Promote Equality of Access to Opportunities • Improve the Public's Physical and Mental Health • Promote Consumer Protection from Negligence and Fraud • Create Opportunities for the Personal Growth and Education of the Population • Promote International Goodwill • Support a Balanced National Transportation System	Making the Opportunities for and the Benefits of Travel and Recreation Universally Accessible to Residents of the U.S. and Foreign Countries Insuring the Opportunity for Individuals to Experience Education and Personal Growth Through Tourism and Recreation Encouraging their Appreciation and Understanding of the Geography, History, and Ethnic Diversity of the U.S. Encouraging the Free and Welcome Entry of Foreigners Traveling to the U.S While Balancing this National Interest with the Need to Monitor Persons and Goods Entering the Country, and with Laws Protecting the Public Health.	2. Make the Opportunities for and the Benefits of Travel and Recreation Universally Accessible to Residents of the U.S. and Foreign Countries 3. Contribute to the Personal Growth and Education of the Population, and Encourage their Appreciation of the Geography, History, and Ethnic Diversity of the U.S. 4. Encourage the Free and Welcome Entry of Foreigners Traveling to the U.S. While Balancing this Goal with the Government Requirement to Monitor Persons and Goods Entering the Country, and with Laws Protecting Public Health.
III. Protection and Preservation of the Natural, Historical, and Cultural Foundations of the Nation Conservation of Energy and the Maintenance of Adequate Energy Supplies Conservation and Judicious Use of Natural Resources Protection of the Natural and Man-made Environment for Current Use and Future Generations	• Preserve National Heritage Resources • Encourage Judicious Use of Natural Resources • Protect the Environment • Conserve Energy and Develop New Energy Supplies • Stimulate Urban Revitalization	Protection and Preservation of the Natural, Historical, and Cultural Foundations of the Nation as a Living Part of Community Life and Development, for Current Enjoyment; and to Insure to Future Generations the Opportunity to Appreciate and Enjoy the National Heritage. Insuring the Compatibility of Tourism and Recreation with National Interests in Energy Conservation and Development, Environmental Protection, and Judicious Natural Resource Use.	5. Protect and Preserve the Natural, Historical, and Cultural Foundations of the Nation as a Living Part of Community Life and Development, for Current Enjoyment, and to Insure to Future Generations the Opportunity to Appreciate and Enjoy the National Heritage. 6. Insure the Compatibility of Tourism and Recreation Policies and Activities with National Interests in Energy Conservation and Development, Environmental Protection, and Judicious Use of Natural Resources.
IV. Creation of an Efficient and Effective Method of Government Operation	• Improve the Operation of the Federal Government through Good Management, Effective Coordination, and a Free Exchange of Information • Provide, where appropriate, Federal Leadership to Facilitate Coordination Between Private Sector and Public Sector Activity.	Coordination, to the Maximum Extent Possible, of All Federal Activities, Supporting Tourism and Recreation, to Meet the Needs of the Public, and Private Sectors. Adopting a Federal Gov't. Leadership Role with All Concerned with Tourism, Recreation, and National Heritage Preservation.	7. Harmonize, to the Maximum Extent Possible, All Federal Activities Supporting Tourism and Recreation, to Support the Needs of the General Public, and the Public and Private Sectors of the Tourism and Recreation Industries. Take a Leadership Role with All Concerned with Tourism, Recreation, and National Heritage Preservation.

- Government Operations Goals

  - Harmonize, to the Maximum Extent Possible, all Federal Activities Supporting the Needs of the General Public and the Public and Private Sectors of the Tourism and Recreation Industries. Take a Leadership Role with All Concerned with Tourism, Recreation, and National Heritage Preservation.

C. Proposed Declaration of National Tourism Policy

In framing legislation, the Congress will require a declaration of need for the proposed national tourism policy as well as the policy statement itself. Based on the policy goals and objectives described above, we provide in this section a starting point for the development of legislative language necessary for these two elements of a National Tourism Policy Act. The first paragraph below is a proposed "declaration of need," while the second paragraph is the proposed "policy statement:"

> The Congress, recognizing the importance of travel and recreation to the United States, not only because of the numbers of people they serve and the vast human, financial, and physical resources they employ, but because of the great benefits tourism, recreation and related activities confer on individuals and on society as a whole; recognizing that the Federal Government for many years has encouraged tourism and recreation implicitly in its statutory commitments to the shorter work year and to the national passenger transportation system, and explicitly in a number of legislative enactments to promote tourism, and support development of outdoor recreation, cultural attractions, and historic and natural heritage resources; recognizing that as incomes and leisure time continue to increase, and as our economic and political systems develop more complex global relationships, tourism and recreation will become ever more important aspects of our daily lives and our growing leisure time; and recognizing further that the existing extensive Federal Government involvement in tourism, recreation and related activities needs to be better coordinated to effectively respond to the national interests in tourism and recreation and where appropriate, to meet the needs of State and local governments and the private sector; declares that:
>
> It is the policy of the Federal Government, in cooperation with State and local governments, and other concerned public and private organizations, to use all practicable means and measures, including financial and technical assistance, in a manner calculated to foster and promote the general welfare and public health of the Nation; to optimize the contribution of the tourism and recreation industries to economic prosperity, full employment, and the Nation's international balance of payments; to make the opportunity for and benefits of travel and recreation universally accessible to residents

TABLE 3

GOALS AND OBJECTIVES OF THE PROPOSED NATIONAL TOURISM POLICY

GOALS	OBJECTIVES
	I. Economic Goals and Objectives
1. Optimize the Contribution of the Tourism and Recreation Industries to Economic Prosperity, Full Employment, Regional Economic Development, and Improved International Balance of Payments.	1. Encourage balanced tourism/recreation development
	2. Increase awareness of the relative economic costs and benefits of tourism and recreation development end activities.
	3. Encourage maximum/travel/recreation industry efficiency in satisfying tourism/recreational demand.
	4 Endourage and support development of quality tourism/recreational facilities and attractions, and competition within the tourism end recreation industries to insure quality services at reasonable prices.
	5. Insure equal priority for the tourism and travel industry with other major industries in any Federal emergency energy allocation programs or energy contingency planning.
	6. Increase the capability of the tourism and recreation industries for responding to future energy constraints and for supporting continued public travel and recreation opportunities within these constraints.
	7 Support and maintain the small business element in the tourism and recreation industries.
	8. Encourage tourism and recreational development which supports a better seasonal balance of travel
	9. Encourage tourism and recreational development in depressed areas and regions
	10. Support growth in the number of meetings and conventions held in the U.S.
	11. Create and maintain a well-qualified labor force in tourism and recreation
	12 Expand job opportunities in the travel/recreation industry
	13 Increase public knowledge of U.S. travel and recreation opportunities among both U.S. citizens and potential foreign visitors.
	14. Stimulate travel/recreation demand end increase visitor length-of-stay and per capita expenditures, particularly in areas which could benefit from additional economic development.
	15. Stimulate and maintain growth in demand for travel to and within the U.S. in primary and secondary foreign visitor markets.
	16 Stimulate growth in the number of international fairs and sporting events held in the U.S.
	17. Increase knowledge of U.S. travel and recreation opportunities in the U.S. end foreign media and travel distribution markets.
	18 Encourage development of a nationwide intermodal transportation system.
	19. Avoid excessive government regulation of the travel and recreation industries and minimize the negative impacts of such regulation.
	II. Consumer Goals and Objectives
1. Improve the Opportunities, and the Benefits of Travel and Recreation Universally Accessible to Residents of the U.S. and Foreign Countries	1. Support determination and measurement of the benefits of travel and recreation on physical and mental health.
	2 Increase public awareness of the benefits to physical and mental health from travel and recreation.
	3. Increase public knowledge of U.S. travel/recreation and historic and natural heritage resource opportunities and attractions.
	4 Enhance the capability of consumers to make informed travel and recreation decisions
	5. Encourage the provision of a broad spectrum of travel end recreational opportunities at the national, regional, State and local levels
	6 Reduce barriers to travel and recreation for the elderly, handicapped, and poor
	7 Facilitate travel and recreation by foreign visitors within the U.S.
	8 Expand the availability of inexpensive mass transportation.
	9 Encourage year-round, off-season travel.
	10 Encourage and expand the use of public lands for tourism and recreation where expanded use is compatible with resource conservation and preservation.
	11 Increase consumer protection from negligence and fraud.
2. Contribute to the Personal Growth and Education of the Population, and Encourage Conservation of the Geography, History, and Cultural Diversity of the Nation Through Tourism and Recreation	1. Increase public awareness of the educational benefits and cultural understanding to be derived from travel and recreation
	2. Increase public awareness of the educational and cultural tourism and recreational opportunities in the U.S.
	3 Increase public awareness of the geographical, historical, and ethnic diversity of the U.S.
3. Encourage the Free and Welcome Entry of Foreigners Into the U.S., While Balancing this Goal with the Need to Monitor Persons and Goods Entering the Country, and with Laws Protecting Public Health	1 Facilitate the entry of foreign travelers into the U.S.
	2 Increase the awareness of U.S. travel, and recreation opportunities among potential foreign visitors in their home countries.
	III. Environmental and National Resource Goals and Objectives
1. Protect and Preserve the Historical and Cultural Foundations of the Nation as a Dynamic Part of Community Life and Development, and to Insure Future Generations an Opportunity to Appreciate and Enjoy the Heritage of the Nation.	1. Increase public awareness of the educational and cultural benefits derived from historical and natural heritage resource attractions.
	2. Increase public awareness of the need for protection and preservation of U.S. historical and natural heritage resources.
	3 Encourage public and private sector identification, recognition, restoration, and preservation of historic sites, archeological sites, cultural attractions, and other unique resources.
2. Ensure the compatibility of Tourism and Recreation Policies and Activities with Other National Interests in Energy Development and Conservation, Environmental Protection, and Judicious Use of Natural Resources.	1. Support efforts which increase the tourism and recreation industry capability to conserve energy.
	2. Encourage sound land use, environmental protection, and balanced tourism and recreational opportunities which do not degrade natural or man-made resources through over-use, over-development, or overcrowding.
	IV. Government Operations Goals and Objectives
1. Harmonize, to the Maximum Extent Possible, all Federal Activities Supporting Tourism and Recreation, to Support the Needs of the General Public and the Public and Private Sectors of the Tourism and Recreation Industries. Take a Leadership Role with All Concerned with Tourism, Recreation, and National Heritage Preservation.	1. Encourage an end to conflicts and duplication among Federal programs, and among Federal and other public sector and private sector tourism and recreation programs and activities.
	2. Encourage an end to conflicts and duplication among programs and activities undertaken by the public and private sectors of the travel and recreation industries at the State and local levels.
	3. Increase and maintain the sensitivity and responsiveness of Federal travel, recreation, and heritage resource policies, programs, and activities to the needs of the general public and the public and private sectors of the tourism and recreation industry.
	4. Encourage continuing assessment of the effect of various public programs and actions not directly related to tourism or recreation which may have an important effect on tourism, recreation, heritage resource protection.
	5. Expedite the free flow of information about tourism and recreation or other activities which affect tourism and recreation among all levels of the public and private sectors.

of the United States and foreign countries and to insure that all citizens of present and future generations be afforded adequate tourism and recreation resources; to contribute to personal growth, health, education and intercultural appreciation of the geography, history and ethnicity of the United States; to encourage the free and welcome entry of foreigners traveling to the United States in order to enhance international understanding and goodwill consistent with immigration laws, the laws protecting the public health, and laws governing the importation of goods to the United States; to preserve the historical and cultural foundations of the Nation as a living part of community life and development, and to insure future generations an opportunity to appreciate and enjoy the rich heritage of the Nation; to insure the compatability of tourism and recreation with other national interests in energy development and conservation, environmental protection, and judicious use of natural resources; to harmonize to the maximum extent possible, all Federal activities in support of tourism and recreation with the needs of the general public and the States, territories, local governments and private and public sectors of the travel/recreation industry, and to give leadership to all concerned with tourism, recreation, and national heritage preservation in the United States.

D. National Tourism Policy Objectives and Programmatic Recommendations

While some of the goals developed for the national tourism policy could arguably be put into more than one of the four categories of economic goals, consumer goals, national resource/environmental goals, and government operations goals, the categorizing procedure was used in order to permit the study team to identify and order specific policy objectives which would flow out of the more general goal statements. These policy objectives were formulated in response to the identified national interests in tourism and recreation and, more importantly, in response to the ascertained needs of the State and local public sectors and the private sector of the travel industry as identified during the second phase of the NTPS.

The study team formulated a total of 45 specific policy objectives as shown in Table 3. These policy objectives are associated with each of the seven policy goals, and consequently can be broken down into the four categories into which the policy goals were divided. There are a total of 19 principal economic objectives, 16 principal consumer objectives, five principal environmental and national resource objectives, and five principal government operations objectives.

The policy goals and objectives were then used by the study team to formulate programmatic recommendations for the proposed tourism policy which would support the various goals and objectives. These programmatic recommendations are summarized in Table 4. The bulk of the programmatic recommendations represent suggested programs for a new principal Federal tourism and recreation agency or for a proposed Federal interagency

TABLE 4

PROGRAMMATIC RECOMMENDATIONS UNDER THE PROPOSED TOURISM POLICY BY FUNCTIONAL AREA, AND THEIR RELATIONSHIP TO POLICY OBJECTIVES

Research Program Recommendations

which support

1. Economic Objectives

Undertake basic and applied research programs or support other public sector research programs to:

- identify ways of stimulating industry development, efficiency, quality, energy conservation, and capability for responding to energy constraints;
- identify ways to increase job opportunities;
- identify ways of increasing industry development in, and travel to, depressed areas;
- identify ways of stimulating greater travel demand generally, and off-season demand in particular; and
- demonstrate the economic costs and benefits of tourism and recreational development;
- increase understanding of traveler motivation and behavior;
- increase understanding of the constraints to travel; and
- increase understanding of tourist product and service needs.

2. Consumer Objectives

Undertake basic research and support basic research by other Federal and public sector research efforts in order to:

- expand knowledge of the benefits to physical and mental health derived from travel and recreation;
- identify means of reducing barriers to travel and recreation, especially for non-travelers, the elderly, handicapped, and the poor;
- document the advantages and disadvantages of increasing consumer protection through licensing of selected tourism industry sectors.

3. Environmental and National Resource Objectives

Undertake applied research or support other public sector research efforts in order to:

- support sound land use for tourism and recreation, environmental protection, and development of balanced tourism and recreation opportunities.

4. Government Operations Objectives

Undertake research to evaluate the effect of various public programs and activities (not directly related to tourism/recreation) on tourism, recreation, and heritage resource protection activities;

Undertake research to develop effective program evaluation techniques;

Undertake research to develop the most useful comprehensive data collection categories and definitions for developing a nationwide travel and recreation information base.

Coordinate research efforts by Federal agencies other than the principal Federal tourism recreation agency in support of the above-mentioned objectives.

Planning Program Recommendations

which support

1. Economic Objectives

Provide financial and technical assistance (planning guidelines, standards, processes) to States for State and regional comprehensive tourism and recreation planning (needs identification, supply inventories, identification of development priorities, etc.) in order to:

- encourage balanced and adequate tourism, recreation, and heritage resource development;
- encourage and support development of quality tourism, recreation, and heritage resource attractions, facilities and services;
- encourage tourism, recreational, and heritage resource development which supports a better seasonal balance of travel;
- encourage tourism, recreational, and heritage resource development in economically depressed areas.

Undertake a program to amalgamate regional and State tourism, recreation, and heritage resource plans into a broad national plan which addresses the above objectives.

2. Consumer Objectives

Insure that the above-mentioned planning process contributes to and supports:

- the provision of a broad spectrum of travel and recreational opportunities at the national, regional, State, and local levels;
- expansion in the use of public lands by travelers and recreationists in ways which are compatible with natural resource conservation and preservation.

3. Environmental and National Resource Objectives

Insure that the above-mentioned planning process supports and contributes to:

- beneficial land use, environmental protection of fragile areas, and balanced tourism opportunities to avoid environmental degradation resulting from overcrowding and overdevelopment within concentrated areas.

Development Program Recommendations

which support

1. Economic Objectives

Develop programs and provide technical assistance (management techniques, business operational practices, marketing strategies, nonregulatory facility and service standards, product development, etc.) to other levels of government and the private sector in order to:

- aid the private sector in providing balanced tourism and recreation development;
- maximize travel/recreation industry efficiency;
- support development of quality tourism/recreational facilities;
- increase the tourism/recreation industries' capability for responding to future energy constraints;
- support the small business element in tourism/recreation;
- develop off-season facilities and services;
- encourage tourism/recreation development in depressed areas and regions.

Provide financial assistance to other levels of government and the private sector in order to achieve the above-mentioned objectives, particularly in the fields of recreation-oriented and national heritage resource-oriented attractions and facilities.

Provide technical assistance to States and local government and the private sector to:

- encourage development of education, job-training, and career-training programs in tourism, recreation, and national heritage resources.

2. Consumer Objectives

Develop programs of technical assistance to other levels of government and the private sector in order to:

- encourage the provision of a broad spectrum of tourism/recreation opportunities for consumers;
- support development of facilities and services to facilitate travel by the elderly, the handicapped, the poor, and other non-travelers;
- support development of facilities and services to facilitate travel by foreign visitors (informational and directional signs in common, international symbols; currency exchange facilities; interpreter services, etc.) at U.S. ports-of-entry and major U.S. destinations for foreign visitors;
- encourage and support expanded use of public lands via improved access, etc. for tourism, recreation, and heritage resource use.

Develop a consumer center to receive and refer consumer complaints to the private sector or to an appropriate government agency in order to:

- increase consumer protection from negligence or fraud and enhance overall consumer satisfaction in travel and recreation.

3. Environmental and National Resource Objectives

Provide financial and technical assistance to public sector agencies and the private sector in order to:

- encourage identification, recognition, restoration, and preservation of historic sites, cultural attractions, and other unique resources;
- support development of State and local heritage resource programs for identification, restoration, and preservation of historic and natural heritage resources of the Nation.

4. Government Operations Objectives

Coordinate financial and technical assistance development programs in other Federal agencies in order to support the above objectives

and also to:

- encourage development of a nationwide intermodal transportation system;
- expand the availability of inexpensive mass transportation for tourism and recreation.

Evaluate the economic impacts on tourism and recreation of rules, regulations, and procedures of Federal agencies through coordination in order to:

- assure appropriate support for tourism, recreation, and heritage resource business development activities.

Coordinate Federal consumer-related activities to insure development of more detailed, accurate, and reliable consumer information and protection of the public against fraud and negligence in tourism and recreational activities.

Through interagency coordination, encourage Federal agencies to protect and restore historic and natural heritage resources.

Through interagency coordination, encourage all Federal agencies to insure sound land use, environmental protection, and balanced tourism and recreation development and planning.

Through interagency coordination, encourage support for Congressional approval of Federal investment tax incentives for private sector development of tourism and recreational facilities.

TABLE 4 (CONTINUED)

Educational Program Recommendations

which support:

1. Economic Objectives

Develop a national clearing-house and data bank to collect and disseminate information in order to:

- increase awareness of the economic costs and benefits of tourism and recreation;
- increase awareness of job opportunities available in the tourism and recreation industries;
- increase knowledge of the travel and recreation opportunities available in the U.S.;
- increase awareness of travel and recreation opportunities available in little-known areas.

2. Consumer Objectives

Through the above-mentioned national clearing-house disseminate information in order to:

- increase public awareness of the physical and mental health benefits of tourism and recreation;
- increase public awareness of the educational and cultural benefits of travel;
- increase public knowledge of the geographical, historical, and ethnic diversity of the U.S.

Develop programs to inform consumers on sources for acquiring accurate and reliable information on travel and recreation opportunities in order to:

- increase public awareness of travel and recreation opportunities available in the U.S.;
- enhance consumer capabilities for making informed travel and recreational purchase decisions.

Disseminate information on the availability of a consumer complaint bureau within the principal Federal tourism agency in order to:

- increase consumer protection from fraud and negligence.

3. Environmental and National Resource Objectives

Develop programs to disseminate information in order to:

- increase public awareness of the importance of national heritage resources to contemporary life;
- increase public appreciation of the concept of national heritage resources as a trust requiring preservation and protection for the enjoyment of future generations;
- increase public awareness of the role of sound planning and environmental protection in securing present and future enjoyment of the national heritage.

4. Government Operations Objectives

Develop programs to disseminate information to the public and private sectors in order to:

- increase awareness of existing conflicts and duplication among Federal, State, and local programs, and among public and private sector tourism and recreation programs;
- increase awareness of the effect on the tourism and recreation industries of various public programs not directly related to tourism and recreation;
- increase awareness of the needs of the public and private sectors of the tourism and recreation industries;
- increase awareness of the needs of the general public in relation to tourism, recreation, and national heritage resources.

Promotion Program Recommendations

which support:

1. Economic Objectives

Provide greater Federal funding in order to increase and improve promotion of the U.S. in leading foreign tourism markets (i.e., Canada, Mexico, Western Europe, and Japan).

Increase promotional efforts in new foreign markets (i.e., South America, Southern Europe, and Australia);

Increase promotional efforts in secondary foreign markets by working in conjunction with the U.S. Information Agency in countries where USIA has offices accessible to the general public.

Provide increased financial support to States and political subdivisions for international tourism promotion programs on a joint basis.

Do all of this in order to:

- stimulate and maintain growth in travel demand to the U.S. from primary and secondary foreign markets;
- stimulate growth in the number of international fairs, conventions, and sporting events held in the U.S.;
- increase knowledge of U.S. travel opportunities in foreign media, the foreign travel trade, and among potential visitors to the U.S. in their home markets.

Provide technical assistance to States and cities in the development of promotional literature, marketing strategies, and product development for domestic promotion in order to:

- stimulate domestic travel/recreation demand, visitor length of stay, and per capita expenditures, particularly in economically-depressed areas of the Nation.

Develop professional tourism, recreation, and historic literature as required to meet the above objective and develop and maintain a clearing-house for the collection and dissemination of such literature.

2. Consumer Objectives

Create six new overseas [illegible] market [illegible] provide potential [illegible] directly with [illegible] information.

Increase the travel [illegible] Agency overseas [illegible]

Do this in order to:

- increase knowledge [illegible] travel and recreation [illegible] among potential foreign [illegible] the U.S.

4. Government Operations Objectives

Encourage through Federal [illegible] educational [illegible] Federal officials and through [illegible] of State officials [illegible] and [illegible] officials [illegible] foreign [illegible] and visitors [illegible]

Coordination Program Objectives

Create a Federal interagency coordinating body, a Federal State [illegible] coordinating body, and a Federal private industry coordinating body in order to:

- support the 19 principal economic objectives of the national tourism policy;
- support the 16 consumer objectives of the national tourism policy;
- support the 5 principal environmental and national resource objectives of the national tourism policy; and
- encourage a reduction of conflicts and duplication among programs and activities undertaken by the public and private sectors of the travel and recreation industries at the State, local, and Federal levels;
- increase and maintain the sensitivity and responsiveness of Federal travel, recreation, and heritage resource policies, programs, and activities to the needs of the general public and the public and private sectors of the tourism and recreation industries;
- continuously monitor and assess the effect of various public programs and actions not directly related to tourism and recreation which may have an important effect on tourism, recreation, and heritage resource preservation
- expedite and facilitate the free flow of information related to tourism and recreation among all levels of the public and private sectors;
- provide for continuous inputs from the private sector and the State and local public sectors to the development of Federal policies and programs on tourism, recreation, and heritage resource preservation;
- encourage greater continuity in Federal programs supporting or impacting on tourism and recreation development and promotion

coordinating body. These suggested programs are discussed in greater detail in later chapters. Some of the key program thrusts include:

- discontinuance of direct Federal involvement in domestic tourism promotion and reduction in emphasis generally on domestic tourism promotion in favor of programmatic activities that support the domestic tourism promotional activities of the States, local public sectors, and the private sector of the travel industry;

- establishment of new clearinghouse functions in consumer travel information, foreign visitor information, industry (including State/local) information including industry data and basic and applied research functions;

- establishment of a new Federal planning role in tourism and national heritage resources and combining these activities with existing recreation planning,technical assistance and historic preservation technical assistance programs;

- shifting of the National Visitor Center activities (in Washington, D.C.) to the new travel and recreation agency and establishment of six new foreign visitor centers in primary foreign market countries;

- increasing direct and coordinated Federal involvement in industry and public educational activities in tourism, recreation, and heritage resource preservation;

- establishment of a new formalized Federal role in receiving, monitoring, and referring of consumer complaints to appropriate jurisidictions;

- creating a new Federal role in identifying, registering, and aiding (through technical and financial assistance) natural heritage resources; and

- renewed emphasis on program priority setting based on a formalized, ongoing needs assessment process.

The categorizing procedure used in formulating national tourism policy study goals, objectives, and programmatic recommendations is not intended as a definitive statement on requirements for specific Federal policies and programs, but rather as an ordering device to assist Federal Government officials, the Congress, and members of the tourism and recreation industries to assess our recommendations for various specific policies and programs and to trace these recommendations back to their source in the national interests in travel and recreation and in broader, underlying national interests.

CHAPTER III

SUMMARY OF PRINCIPAL AND ALTERNATE RECOMMENDED STRATEGIES FOR TOURISM POLICY IMPLEMENTATION

I. Introduction

This chapter summarizes our principal and alternate recommendations for reorganization of the Federal involvement in tourism. This reorganization would be undertaken in order to implement the national tourism policy goals and objectives and programmatic recommendations discussed in the previous chapter. Discussion of the basis for recommending reorganization of the Federal involvement in tourism is contained in Chapter IV. Detailed discussion of the various proposed alternate organizational entities is contained in Chapters V, VI, VII, and VIII.

In summary, we recommend the creation of four organizational entities to assure effective programmatic interpretation of the proposed national tourism (and recreation) policy. These entities are:

- a principal Federal tourism (and recreation) agency;
- a Federal interagency coordinating council;
- a Federal/State/local public sector coordinating body; and
- a Federal/private industry coordinating body.

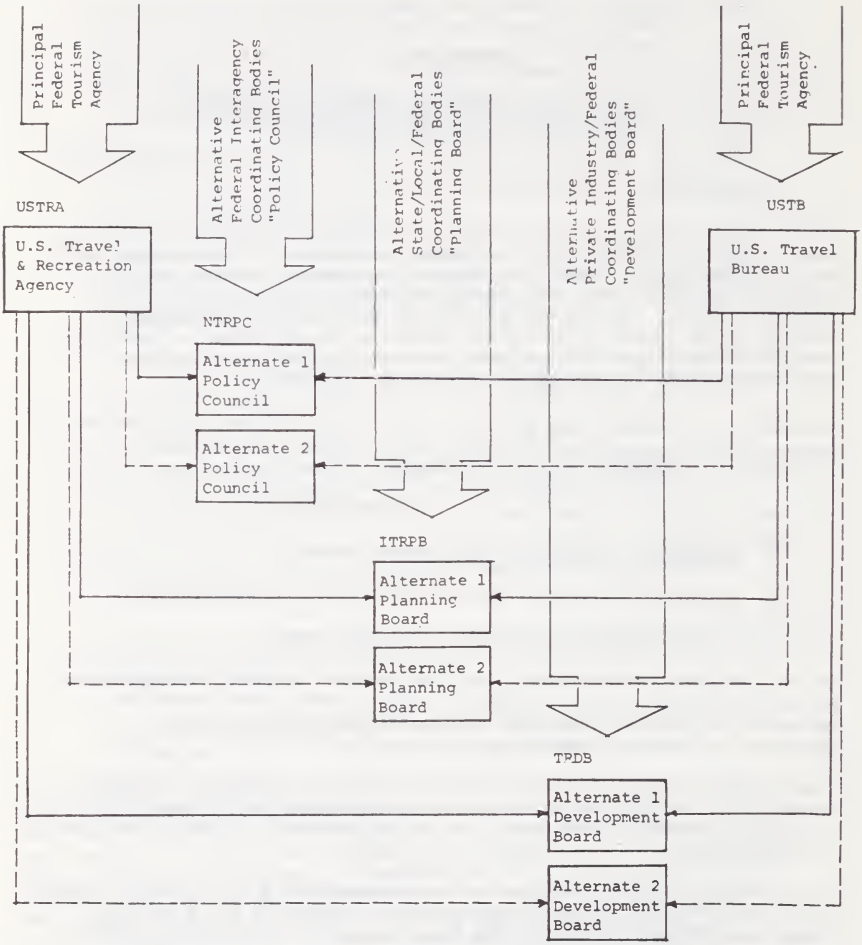
For each of these organizational entities, we have proposed two alternates for the consideration of the Congress (and the tourism and recreation industries as well): a principal recommended organization and an alternate recommended organization.

Figure 2 shows the possible relationships among these different alternate organizational arrangements. Each of the two recommended alternates for a principal Federal tourism agency can be combined with either recommended alternative among the three coordinating bodies.

The principal difference between the two alternatives for a principal Federal touism agency--what we have called Option A and Option B for a principal Federal tourism agency--lies in the fact that Option A involves an agency with responsibilities for tourism, recreation, and national heritage resources, while Option B involves an agency with a mandate and mission limited only to tourism and travel.

The United States Travel and Recreation Agency--Option A for a principal Federal tourism agency--could be combined with any combination of Alternatives 1 or 2 for each of the three coordinating bodies. Similarly, the United States Travel Bureau--Option B for a principal Federal tourism agency--could be combined with any combination of Alternatives 1 or 2 for each of

Figure 2 PRINCIPAL AND ALTERNATE RECOMMENDED ORGANIZATIONAL STRATEGIES FOR TOURISM POLICY IMPLEMENTATION



the three coordinating bodies. However, when Option B is combined with any of the coordinating body alternatives, because Option B largely excludes responsibility for Federal recreation activities, the various coordinating bodies will also have their responsibilities and functions similarly narrowed to focus on tourism to the exclusion of recreation and national heritage functions.

Because Option A is our recommended strategy for a principal Federal tourism agency, we present the alternative recommendations for the three coordinating bodies as if they were being developed in connection with Option A. As we indicate at the end of the chapter, however, if the Congress were to select Option B for a principal Federal tourism agency, either one of the two alternatives for each of the various coordinating bodies could be successfully combined with Option B with only minor modifications.

In the remainder of this chapter, we will discuss in turn our principal recommendations for a Federal tourism agency; the principal recommendations and alternate recommendations for the coordinating bodies; and finally, our alternate recommendation for a Federal tourism agency (Option B).

To summarize briefly, however, our principal recommended strategy for tourism policy implementation involves the establishment of:

- the United States Travel and Recreation Agency (USTRA)--Option A for a principal Federal tourism and recreation agency;

- the National Travel and Recreation Policy Council (NTRPC)--Alternative 1 for a Federal interagency coordinating council;

- the Intergovernmental Travel and Recreation Planning Board (ITRPB)-- a Federal/State/local coordinating body; and

- the Travel and Recreation Development Board (TRDB)-- Alternative 1 for a Federal/private industry coordinating body.

The relationships among the four recommended bodies and the U.S. Congress are shown in Figure 3. Under this arrangement, the U.S. Travel and Recreation Policy Council would be the principal Federal tourism agency charged with implementation of the national tourism policy. The National Travel and Recreation Policy Council would be the Federal interagency coordinating body charged with policy compliance monitoring and coordination with other national policies. The U.S. Congress would establish and from time to time, modify the national tourism policy and oversee policy implementation.

At the same time, the Intergovernmental Travel and Recreation Planning Board would be the principal State/local/Federal coordinating body for guiding Federal policy implementation, while the Travel and Recreation Development Board will be the principal private industry/Federal coordinating body for guiding Federal policy implementation.

Figure 3 RELATIONSHIPS AMONG PRINCIPAL PROPOSED ORGANIZATIONS FOR TOURISM POLICY IMPLEMENTATION

II. The United States Travel and Recreation Agency: Option A -- Principal Recommended Strategy for a Principal Federal Tourism Agency

We recommend the establishment of the United States Travel and Recreation Agency, an executive agency outside of existing departmental structures, to be created through a consolidation of some, but not all, of the activities now carried out by the U.S. Travel Service, the current functions of the Bureau of Outdoor Recreation, and the activities of the National Park Service's National Visitor Center and Office of Archeology and Historic Preservation.

The purpose of the U.S. Travel and Recreation Agency would be to implement the new National Tourism (and Recreation) Policy as the principal Federal instrument for promotion, development, planning, and research related to touirsm, recreation, and heritage resource preservation.

In addition to current programs of USTS, BOR and the NPS Office of Archeology and Historic Preservation and the National Visitor Center, new programs and services would be included in the agency in the areas of consumer services, industry services, and planning for tourism, recreation, and national heritage resource preservation.

Specific functions of the Agency would include:

- direction of Federal programs for promotion, planning, and research related to tourism, recreation, preservation and restoration of historic properties, and protection of natural heritage resources;
- establishment of operational policies for achieving tourism, recreation, and preservation goals and objectives;
- coordination of operational policies with the National Travel and Recreation Policy Council; and
- coordination of Federal activities with the Intergovernmental Travel and Recreation Planning Board and with the Travel and Recreation Development Board.

In many ways, USTS and BOR, as well as the two National Park Service units are natural partners.[1] The programs in these agencies encompass the key Federal programs dealing directly with tourism, recreation, and national heritage development and preservation. There are, of course, a number of other key Federal agencies dealing less broadly but in important areas of tourism and recreation. The role of these other agencies was not considered for reorganization but their relationship to the overall Federal involvement in tourism and recreation has been dealt with instead through the proposed new coordination linkages. Many of the USTS, BOR and NPS programs are complementary in goals and employ similar techniques and staff skills for implementing and "delivering" Federa resources or services. Public and private sector activities in these three areas are increasingly widespread, interdependent, and interactive. Public and private sector interests in these three areas have many of the same underlying needs and face many of the same basic issues and problems.

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[1]As this report was being finalized Secretary of the Interior Andrus recommended to the President that the NPS's Office of Archeology and Historic Preservation be combined with the Bureau of Outdoor Recreation.

Consequently, a consolidated Federal approach to meeting the needs of public and private sector interests in these three fields would maximize the effectiveness, imaginativeness, and flexibility of Federal involvement and would minimize inter-agency duplication and conflict. In addition, a consolidated Federal approach would serve to stimulate increased coordination at the State and local level and development among State and local officials of a wider perspective and broader understanding of the interlinkages among tourism, recreation, and national heritage activities.

This option does not include all Federal programs which relate to tourism and recreation (noticeable among those excluded are those involving regulation and management of Federally-owned public lands). However, it does include those existing Federal programmatic activities which exemplify the thrust which we believe the future Federal involvement in tourism and recreation should take, including:

- Technical assistance, education and research for the public and private sectors of the tourism industry and for State and local public sector bodies involved in recreational, cultural, and historical research, planning, development or promotion;

- Federal grants-in-aid for State and local planning, acquisition, and development of recreational, touristic, and historical resources;

- Review and coordination of Federal programmatic activity in tourism, recreation, and national heritage resources; and, where appropriate, of State and local activity in the same areas.

USTRA would be headed by an Administrator appointed by the President. The Agency would have five principal organizational elements: an office of the Administrator; a USTRA Executive Committee; and Office of the Executive Director; an Office of Administration; and four Centers for program activity -- a Visitors Services Center, an Industry Services Center, a Tourism/Recreation Planning Center, and a Heritage Resources Center.

Both USTS and BOR are currently top-heavy with management staff. The proposed USTRA structural organization focuses on productive work assignments with office heads functioning as team leaders who devote relatively small amounts of time to management activities.

III. Principal Recommended Strategies for the Three Coordinating Bodies

A. National Travel and Recreation Policy Council (NTRPC): Alternative 1 and Principal Recommended Strategy for a Federal Interagency Coordinating Body

We recommend the establishment of a National Travel and Recreation Policy Council as an independent Federal policy coordinating body chaired by a member of the President's domestic and international economic advisory staff and consisting of the eighteen departmental-level Federal executives from Federal departments and agencies with important tourism and recreation-related programs or with programs which frequently and significantly interact with and impact on tourism and recreation interests.

The Policy Council would be charged with monitoring Federal agencies' compliance with national tourism and recreation policy and coordination of the policy's interpretation with other national interests. The Council would limit its activities to issues with national policy significance and its coordination responsibilities to policies, programs, or issues which relate to tourism, recreation, or national heritage resources and which involve two or more Federal agencies.

Specific Policy Council functions would include:

- continuous refinement of tourism, recreation and heritage resource preservation related Federal policies;
- coordination of tourism, recreation, and heritage resource preservation activities and policies with related activities and policies in various Federal agencies;
- concentration of Federal efforts for maximum benefit to the public;
- elimination of program duplication and overlap;
- resolution of program and policy conflicts that involve two or more Federal agencies and/or involve issues of national or regional significance; and
- reporting to the Congress on Council activities.

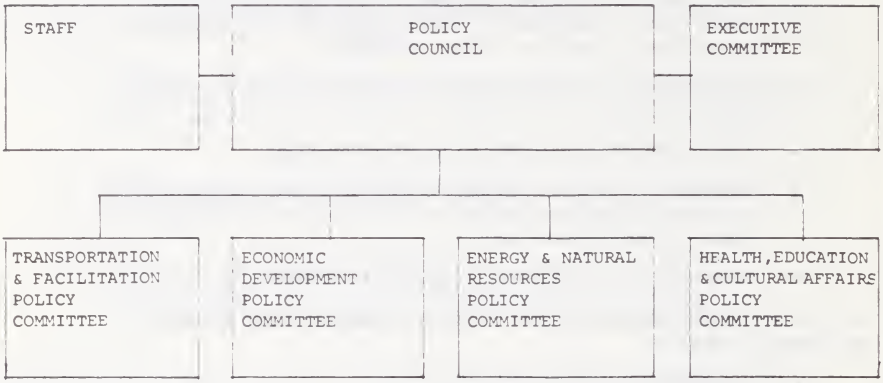
The Policy Council would have four principal organizational elements as shown in Figure 4 :

- a Council;
- an Executive Committee;
- four Policy Committees; and
- a staff.

The Council Chairperson, appointed by the President, would remain in office for the duration of the President's term of office. The Vice-Chairperson of the Council would initially be the Secretary of Commerce. The Secretary of the Interior would become Vice-Chairperson following a two-year term by the Secretary of Commerce. Subsequently, each second year, the Secretary of Commerce or the Secretary of the Interior would assume the office of Vice-Chairperson and the rotating Vice-Chairpersonship would avoid the Council becoming a captive of a single agency and would encourage each Secretary to take a more direct interest in tourism, recreation and heritage resource management.

Figure 4 SUGGESTED POLICY COUNCIL ORGANIZATION

(Alternative 1)



In addition to the Secretaries of Commerce and Interior or their designated alternates, the Council membership would include:

- the Secretaries or their designated alternates of:
  - the Department of Transportation;
  - the Department of State;
  - the Department of Agriculture;
  - the Department of Labor;
  - the Department of Treasury;
  - the Department of Health, Education and Welfare;
  - the Department of Energy;
  - the Department of Defense;
  - the Department of Housing and Urban Development;
- the U.S. Attorney General or his or her designated alternate;
- the Chairpersons or their designated alternates of:
  - the Civil Aeronautics Board;
  - the Interstate Commerce Commission;
  - the Federal Trade Commission; and
- the Administrators, or their designated alternates of:
  - the U.S. Information Agency (or its successor agency);
  - the Environmental Protection Agency; and
  - the U.S. Travel and Recreation Agency.

Council activities would be directed principally by an Executive Committee made up of the Council Chairperson, the Council Vice-Chairperson, and other Executive Committee members which would include the Secretary of Commerce or Interior, whichever is not serving as Vice-Chairperson, and the Secretaries of Transportation, State, Agriculture and Labor as well as the Administrator of the U.S. Travel and Recreation Agency.

The Secretaries designated to serve on the Council could designate an alternate to serve when the Secretary is unable to carry out Council responsibilities. However, the designated alternate would be authorized

to make decisions on behalf of the Secretary, would not be below the rank of Deputy Under Secretary, and would be the designated alternate for the duration of the Secretary's term of office. Since the accumulation of knowledge of policies and issues through participation in Council activities will be crucial to the efficient functioning of the Council, decision-making by the Council must remain in the hands of a constant membership.

The creation of a Policy Council comprised of Cabinet-level decision-makers would insure that decisions made at the Council level would be implemented by the agencies involved. If the Congress is willing to put the full weight of its commitment to effective interagency coordination into the creation of the Council, the Council members would of necessity use their political influence to support the national interests in tourism and recreation.

The four Policy Committees under Alternative 1 would be organized around functional areas with membership made up of agency heads appropriate to the activities expected to be assigned to the respective committees. The proposed Policy Committees (standing committees) would be:

- Transportation and Facilitation Policy Committee;
- Economic Development Policy Committee;
- Energy and Natural Resources Policy Committee; and
- Health, Education, and Cultural Affairs Policy Committee.

In addition the Chairperson would establish ad hoc "issue" sub-committees, as needed, to deal with important issues that might be resolved within a relatively short period of time or to deal with ongoing persistent, highly focused, issues.

The Council staff would initially consist of fifteen individuals with a staff director hired by the Executive Committee. Since it is important to have a staff responsive to the Council and independent of any individual agency, the Council should have its own budget authorized by the Congress. The size of the staff should remain small, and its functions should be limited to necessary support activities for the Council and top priority substantive research activities.

B. Intergovernmental Travel and Recreation Planning Board (ITRPB): Alternative 1 and Principal Recommended Strategy for a Federal/State/Local Public Sector Coordinating Body

We recommend the creation of an Intergovernmental Travel and Recreation Planning Board as a Federal/State/local public sector coordinating body made up of State travel directors, State outdoor recreation directors, local visitor and convention bureau chief executives, regional planning directors, members of national associations for State and local government officials, and representatives of the U.S. Travel and Recreation Agency.

The Planning Board's primary purpose would be to coordinate State and local tourism and recreation interests with Federal activities related to national tourism and recreation policies. Specific functions would include:

- reviewing, commenting, and making recommendations on Federal tourism, recreation, and heritage resource preservation policies, programs and plans to the U.S. Travel and Recreation Agency and to the National Travel and Recreation Policy Council;

- developing State, regional and local tourism/recreation-related needs assessments;

- coordination of State and regional tourism, recreation and heritage resource preservation plans with USTRA planning activities; and

- identification and referral of Federal interagency conflicts and problems that affect State, regional, and local activities to the NTRPC.

The Planning Board would have four principal organizational elements, as shown in Figure 5 :

- a Planning Board;

- a Planning Committee;

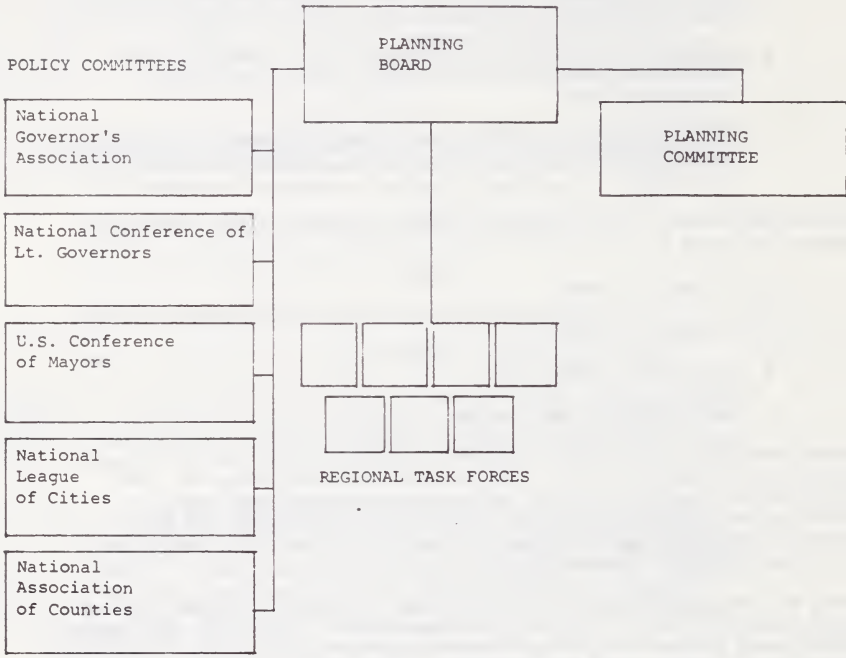
- five Policy Committees;

- seven Regional Task Forces.

The Board itself would have 15 members: the Board Chairperson, the Board Vice-Chairperson, the Planning Committee Chairperson, the five Policy Committee Chairpersons, and the Seven Regional Task Force Chairpersons. The Chairpersons of the Planning Committee, the five Policy Committees; and the seven Regional Task Forces would be elected by their individual memberships.

The Regional Task Forces under Alternative 1 would be organized by State and local officials in each of seven geographical regions and their membership would be comprised of State travel directors, State outdoor recreation directors, local visitor and convention bureau chief executives, and regional planning directors. Because it is expected that State officials and local officials will have significantly different perspectives on many issues, each Regional Task Force would have two principal subdivisions, a State Unit and a Local Unit. Each Task Force would have a six member Policy Board made up of the Task Force Chairperson, a board member (exofficio) appointed by the principal Federal tourism agency, the State Unit Chairperson and Vice-Chairperson, and the Local Unit Chairperson and Vice-Chairperson.

Figure 5 SUGGESTED PLANNING BOARD ORGANIZATION
(Alternative 1)



The Planning Committee under Alternative 1 would be made up of the members of the Task Force Policy Boards from the seven geographical regions. Since the Planning Committee will be large with 42/43 members, it may be necessary to create subcommittees or preferably, the Chairperson could use Regional Task Force Policy Boards for subcommittee activities. The principal advantages of using Policy Boards are that members of each Policy Board are geographically clustered (to reduce travel) and the members could combine Planning Committee Subcommittee meetings with Policy Board meetings (to reduce the number of meetings).

The Policy Committees under Alternative 1 would be organized in each of five existing associations. These five major organizations would be:

- National Governor's Association;
- National Conference of Lieutenant Governors;
- U.S. Conference of Mayors;
- National League of Cities; and
- National Association of Counties.

These five organizations would be the initial members of the Planning Board but the number of organizations may be expanded after the first year of operation by action of the Planning Board. While the Policy Committees themselves are generally external to the Planning Board organization and therefore internal to the organizations they represent, their inputs to national policy are crucial to the success of Federal efforts.

C. Travel and Recreation Development Board: (TRDB): Alternative 1 and Principal Recommended Strategy for a Federal/Private Industry Coordinating Body

We recommend the establishment by private industry officials of the tourism and recreation industries of a Travel and Recreation Development Board to coordinate private sector interests with Federal activities related to national tourism and recreation policies. Specific functions would include:

- identification of private sector tourism, recreation, and heritage-resource preservation- related problems;
- development of industry programs, industry/Federal cooperative programs, and/or suggested Federal programs to be coordinated with or referred to the U.S. Travel and Recreation Agency;
- reviewing, commenting, and making recommendations on Federal tourism, recreation, and heritage resource preservation policies, programs and plans to the USTRA and the NTRPC;

- coordination of industry tourism, recreation, and heritage resource preservation development proposals with USTRA activities; and

- identification and referral of Federal interagency conflicts and problems that affect private sector activities to the NTRPC.

Under Alternative 1, the Development Board would consist of a governance structure (the Development Board), and an operations structure (seven Standing Committees). The governance structure would have three elements as shown in Figure 6:

- an Executive Committee;

- a Development Board; and

- an Advisory Committee.

The Executive Committee under Alternative 1 would have nine members and would consist of the Chairperson and Vice-Chairperson of the Development Board and the Chairpersons of the seven standing committees.

The Development Board itself would have twenty-nine members under this alternative, including the Executive Committee members and the Chairpersons of 18 subcommittees (not shown in Figure 6) plus two representatives from the Employee Relations Committee (this Committee has no proposed subcommittees).

The Advisory Committee for Alternative 1 would consist of representatives from the following organizations:

- U.S. Travel and Recreation Agency;

- Discover America Travel Organizations;

- American Society of Travel Agents;

- American Hotel and Motel Association;

- Air Transport Association;

- National Air Carriers Association;

- Hotel and Restaurant Employees and Bartenders International Union;

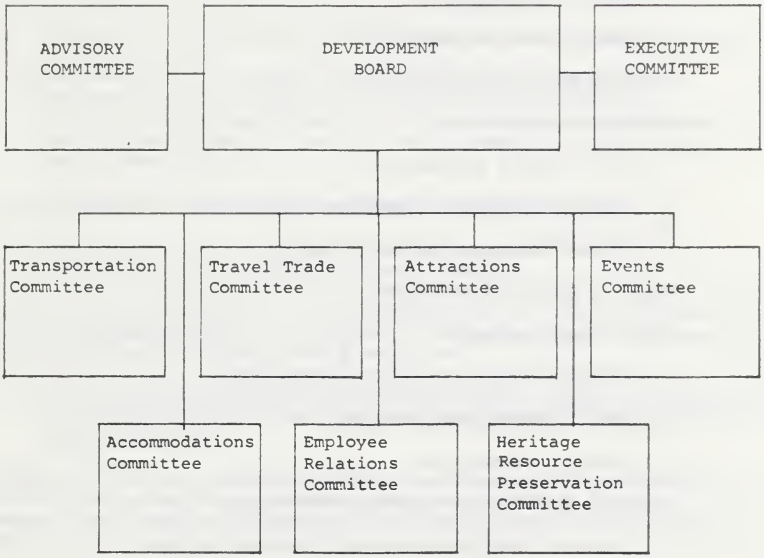
- Public Citizens, Inc.; and

- National Recreation and Parks Association.

The Advisory Committee would initially act as the Organizing Committee for the Development Board, organizing the Standing Committees.

The seven Standing Committees under Alternative 1 would be organized around related industry sectors as follows:

Figure 6 SUGGESTED DEVELOPMENT BOARD ORGANIZATION
(Alternative 1)



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- Transportation Committee:
  - Air Transport Subcommittee;
  - Ground Transport Subcommittee; and
  - Water Transport Subcommittee.
- Accommodations Committee:
  - Lodging Subcommittee;
  - Resort Subcommittee;
  - Camping Subcommittee; and
  - Food Service Subcommittee.
- Travel Trade Committee:
  - Retail Travel Subcommittee;
  - Wholesale Travel Subcommittee; and
  - Travel Communications Subcommittee.
- Employee Relations Committee.
- Attractions Committee:
  - Amusement Park-Attractions Subcommittee;
  - Recreation Subcommittee; and
  - Museums Subcommittee.
- Heritage Resource Preservation Committee:
  - Historic Sites and Buildings Subcommittee; and
  - Natural Heritage Subcommittee.
- Events Committee:
  - Exhibitions Subcommittee;
  - Performing Arts Subcommittee; and
  - Spectator Sports Subcommittee.

IV. Alternate Recommended Strategies for the Three Coordinating Bodies

A. National Travel and Recreation Policy Council: Alternative 2 -- Alternate Recommended Strategy for a Federal Interagency Coordinating Body

The purposes and functional responsibilities of the Policy Council under Alternative 2 would be the same as under Alternative 1. The organizational elements of the Council would be similar as well, including a Council, four Policy Committees, and a staff.

Alternative 2 for the Council differs from Alternative 1 in four principal respects:

- Alternative 2 does not involve departmental-level chief executives;
- the Council would be made up of the Chairperson (appointed by the President from his domestic and international economic advisors), Vice-Chairperson (the USTRA chief executive officer), and the Chairpersons of the four Policy Committees (sub-departmental agency heads);
- the Council would lack an Executive Committee; and
- the staff of the Council would work directly for the Policy Committees as well as for the Council itself.

Since this alternative envisions no departmental-level executives directly involved in Council activities, it is likely to produce a Council with less political and bureaucratic clout than Alternative 1.

B. Intergovernmental Travel and Recreation Planning Board: Alternative 2 -- Alternate Recommended Strategy for a Federal/State/Local Coordinating Body

The purposes of the Intergovernmental Travel and Recreation Planning Board would be the same under Alternative 2 as under Alternative 1. Under Alternative 2, the Planning Board would have four principal organizational elements:

- a Planning Board;
- five Policy Committees;
- a Local Officials Travel and Recreation Council; and
- a State Officials Travel and Recreation Council.

Alternative 2 for the Planning Board differs from Alternative 1 in two principal respects:

- representation of State and local tourism and recreation officials on the Board would be on a national rather than regional basis;and

- there would be no Planning Committee made up of elected representatives from the Regional Task Force Policy Boards of Alternative 1.

The Planning Board itself would have 15 members: the Planning Board Chairperson, the Planning Board Vice-Chairperson, the five Policy Committee Chairpersons, four representatives from the Local Officials Council, and four representatives from the State Officials Council. The chairpersons and representatives from each of these organizational sub-elements would be elected by the membership they represent.

The Local Officials Council under Alternative 2 would be organized on a national basis by and comprised of local visitors and convention bureau chief executives and regional planning directors. The State Officials Council's membership would be comprised of State travel directors and State outdoor recreation directors.

C. Travel and Recreation Development Board: Alternative 2 -- Alternate Recommended Strategy for a Federal/Private Industry Coordinating Body

The Development Board, under Alternative 2, would be operational in character, developing and implementing tourism and recreation promotion programs jointly funded by the Federal government and the private sector. The Development Board would also have advisory and coordinating responsibilities similiar to those assigned to the Development Board under Alternative 1. Alternative 2 of the Development Board would be similiar to joint government-private sector tourism promotion boards in Japan and the United Kingdom.

As an operational entity, the Development Board under Alternative 2 would require substantial funding and a staff of highly-qualified professionals of some size. The ratio of private sector Development Board members to Federal members would represent the approximate pro rata financial responsibility each group would assume; approximately two-thirds private sector funding and one-third Federal funding. Financial management procedures and procedures for Federal audits would have to be well established and agreed to before final organization of the Development Board is completed.

Essentially, Alternative 1 of the Development Board would function in a supportive and coordinative mode, while maintaining a clear separation of public and private roles in tourism and recreation-related activities. Alternative 2, on the other hand, provides a functioning partnership between public and private sector activities in some areas of tourism and recreation accompanied by the mechanical problems and organizational stresses common to such private sector/government partnerships.

Under Alternative 2, the Development Board would consist of a governance structure (the Development Board), and an operations structure (four Standing Committees). The governance structure would have three elements as does the first alternative:

- an Executive Committee;
- a Development Board; and
- an Advisory Committee.

The Executive Committee under Alternative 2 would have six members and consist of the Chairperson and Vice-Chairperson of the Development Board and the Chairpersons of the four Standing Committees.

The Development Board itself would have twenty-seven members under this alternative, including the Executive Committee members and the Chairpersons of each of 12 subcommittees plus nine Federal Government members representing the following agencies:

- the principal Federal tourism agency (three members);
- Office of the Secretary, DOC;
- Domestic and International Business Administration, DOC;
- Economic Development Administration, DOC;
- U.S. Information Agency;
- Office of the Secretary, DOI (Option A) or Bureau of Outdoor Recreation, DOI (Option B); and
- National Park Service, DOI.

The Advisory Committee under this alternative would have the same membership as Alternative 1. The Advisory Committee would initially act as the Organizing Committee for the Development Board with leadership and support assistance provided by the principal Federal tourism agency.

The four Standing Committees under Alternative 2 would be organized around functional areas and membership would be made up of designated representatives of member industry organizations. The Committees and subcommittees would be as follows:

- Policy Committee:
  - National Policy Subcommittee;
  - Regulations and Taxation Subcommittee; and
  - Energy Policy Subcommittee.

- Travel and Recreation Promotion Committee:
  - Domestic Promotion Subcommittee;
  - International Promotion Subcommittee; and
  - Business Travel Subcommittee.
- Industry Development Committee:
  - Facilities Development Subcommittee;
  - Land Use and Resource Preservation Subcommittee; and
  - Travel and Recreation Facilitation Subcommittee.
- Industry Relations Subcommittee:
  - Labor Relations Subcommittee;
  - Consumer Relations Subcommittee; and
  - Ethics and Standards Subcommittee.

V. The United States Travel Bureau (USTB): Option B -- Alternate Recommended Strategy for a Principal Federal Tourism Agency

Option B for a principal Federal tourism agency -- the United States Travel Bureau-- would be created from the shell of the existing U.S. Travel Service and would be located within the Department of Commerce. In addition to being located within a departmental structure, Option B would differ from Option A in that recreation and national heritage resource functions and responsibilities would be excluded from the U.S. Travel Bureau's mission. That mission would be oriented exclusively on tourism and travel.

The purpose of the U.S. Travel Bureau would be to implement the proposed new national tourism policy and to serve as the principal Federal instrument for promotion, development, planning and research related to tourism. Overall goals would include:

- fostering the sustained and orderly growth of tourism in the U.S.;
- insuring that travel and the travel industry make their optimium contribution to the U.S. prosperity, full employment, and the quality of life in the U.S.; and
- optimizing development of visitor travel from other nations; travel within the U.S. by residents; and awareness amongst residents and non-residents of the U.S. of social, educational and other benefits of the environmentally sound use of natural resources for tourism and historical and cultural heritages of the U.S. for tourism.

The USTB would have five principal organizational elements:

- an Office of the Deputy Under Secretary;
- a USTB Executive Committee;
- an Office of the Executive Director;
- an Office of Administration; and
- four Centers for program activity.

A Deputy Under Secretary would be appointed by the President to serve as chairperson of the USTB Executive Committee and chief executive officer of USTB.

The principal disadvantage of the current USTS organization, which may work well for larger agencies, is that it is top heavy with management staff leaving relatively few people to produce. The proposed USTB focuses on productive work assignments with office heads functioning as team leaders who devote relatively small amounts of time to management activities. (A similar focus exists for Option A.)

USTB would be organized around the new programmatic emphasis identified by the tourism industry during the ascertainment phase of the study.

The programs will be implemented through the four activity centers: 1) Consumer Services Center, 2) Industry (including State/local) Services Center, 3) National Tourism Planning Center; and 4) Foreign Visitor Facilitation Center. While USTB would have a broader range of programs, industry services, and coordination responsibilities than USTS is currently involved in, it would reduce Federal involvement in direct domestic tourism promotion.

USTB's role in domestic promotion should, in the near term, be limited to support for private sector domestic promotion. USTB would require several years to professionalize its operations before it re-enters the area of domestic promotion. Other USTS activities would be reduced to accommodate new program priorities and the opening of public visitor information centers overseas.

Although it is recognized that all new programs desired by industry cannot be initiated simultaneously and will of necessity be developed sequentially on a priority basis, this organizational option appears to require a staff increase from the USTS level of 134 to 150 or 160. The cost implications of this staff increase would be partially offset by a reduction in what appears to be a number of "overgraded" positions currently in USTS.

VI. Variations in Recommended Coordination Strategies Under Option B

If Congress should elect to restructure Federal tourism-related activities along the lines discussed under Option B for a principal Federal tourism

agency, several variations in the above-described alternatives for the various recommended coordinating bodies would be necessary. These variations would be mostly minor in character. The two principal variations would include:

- changes in the names of the various coordinating bodies to exclude "recreation" from their titles; and

- a narrowing of the purposes and functions of the coordinating bodies to tourism and travel (as opposed to tourism, recreation, and national heritage resources.) Otherwise, the purposes and overall functions of the coordinating bodies would be the same.

CHAPTER IV

THE BASIS FOR TOURISM POLICY IMPLEMENTATION STRATEGIES: GOVERNMENT REORGANIZATION ALTERNATIVES

I. Introduction

In this chapter, we discuss the basis on which we developed organizational strategies for implementing the proposed tourism and recreation policy. About one-half of the 25 top ranked needs of the tourism and travel industry identified during the ascertainment phase of the study can be met through redirected or new program thrusts; the balance relate to coordination problems between two or more Federal agencies involved in or impacting tourism activities, or between Federal agencies and the State and local public and private sectors of the tourism industry.

We have thus considered reorganization of Federal involvement in travel and recreation in two aspects:

- organizational mechanisms for implementing programs; and
- organizational mechanisms for coordinating Federal activities.

The first part of this chapter is concerned with the basis on which we developed organizational mechanisms for program implementation; the latter part of the chapter deals with the considerations underlying our recommendations for coordinating mechanisms.

II. The Basis for Program Implementation Strategies

The study team initially gave consideration to the full range of optional implementation mechanisms, ranging from creation of a new Cabinet-level Federal tourism agency to eliminating USTS and any form of centralized Federal tourism involvement. Both extremities of this range of options were considered and eliminated from further assessment. The first, a new Cabinet-level Federal tourism agency, was viewed by the study team as unfeasible in the present political environment. The second, eliminating existing centralized Federal tourism activities, was considered to be a recommendation offered out of frustration with past Federal failures in the tourism area. Although there appears to be no functional reason why the Congress should eliminate consideration of this latter option, its emotional character precludes any beneficial substantive analysis.

The study team then developed three principal alternative organizational strategies or concepts to act as guides in considering the large number of actual reorganization options among Federal agencies involved in tourism. These three strategies were:

- consolidate existing agencies;
- restructure USTS; and
- assign principal tourism responsibilities to a limited number of different Federal agencies.

Although the study team was initially somewhat biased in favor of the first two alternative strategies, the third strategy was included in order that full consideration be given to the merits and demerits of optional organizational arrangements.

In considering the first two reorganization strategies, the study team structured an idealized new Federal agency that would provide services and programs designed to meet all of the important tourism needs identified during the needs ascertainment process. Needs and their related program and service responses were grouped into five categories as follows:

- research;
- planning;
- development;
- promotion; and
- coordination.

A sixth category. "operation," (provision, maintenance and operation of tourism attractions) was considered and eliminated. Although the National Park Service and some other resource-based agencies actually provide, maintain and operate tourism attractions, there appears to be little support within tourism-related private sector organizations (based upon the ascertainment phase of the study), or the Congress (based upon a review of tourism-related legislation) for including such activities in a Federal tourism and recreation agency. Our analysis of the five categories strongly reinforced our initial conclusion concerning the need to separate implementation functions (research, planning, development, and promotion) from coordination functions.

As we proceeded with the review, we found increasingly that the Bureau of Outdoor Recreation and USTS appeared to be natural partners for a complementary consolidation of functions, based on current program objectives and activities, staffing skills, and the parallel needs of the public and private sector constituencies to which the two agencies are responsive. The examination of the Bureau of Outdoor Recreation was much less intensive than the review of the U.S. Travel Service with only minimal interviews and a heavier reliance on materials provided and a review of legislation, legislative history and a review of Congressional hearings over time. The BOR appears to require much less organizational modification than the USTS to produce effective consolidation of the two agencies' existing functions. There exists, however, one significant problem within the BOR that will require corrective action. The agency has historically demonstrated an inability to meet a significant requirement of its organic act. The Congressional mandate requires the Department of the Interior (BOR) to "Prepare and maintain a continuing inventory and evaluation of outdoor recreation needs and resources of the United States." We found no evidence that this now exists or has ever existed since it was mandated fifteen years ago. This is a crucial element of the Bureau's activities and no meaningful planning for national recreation needs can take place without it. The study team's investigations were not sufficiently extensive to determine why the Secretaries of the Interior in the past have failed to meet this portion of the Congressional mandate. This problem will need to be dealt with whether or not the Congress selects our recommendation of an option that proposes to merge the functions of the BOR and the USTS.

The National Park Service's Office of Archeology and Historic Preservation also was considered for inclusion in a new tourism and recreation agency,

because of the close parallel between the Office's activities and the planning and grant administration functions currently in BOR, and because of the increasing public interest in historic and natural resources as tourism and recreational attractions. The NPS National Visitor Center was considered for inclusion because of the parallel between its current functions and those of visitor information centers for which a need was identified during the ascertainment phase of the NTPS.

The National Park Service, the Bureau of Land Management, the U.S. Fish and Wildlife Service, the Bureau of Reclamation, the U.S. Forest Service, and the Corps of Engineers are all extensively involved in activities relating to tourism and recreation. However, the tourism and recreation-related programs and activities of these agencies are, for the most part, closely interwined with natural resource management responsibilities. In many cases, it would be difficult to separate tourism and recreation-related activities from these resource management responsibilities without seriously impairing the effectiveness of current programs.

Thus, the study team felt that--with the exception of the NPS Office of Archeology and Historic Preservation and the National Visitor Center--programs now within these resource-based agencies should remain there, with some change in emphasis. At the same time, it was clear that major new coordination linkages should be established among the programs and between the programs and the proposed new tourism and recreation agency.

The interpretation and living history programs of the National Park Service could most likely have been moved into a new tourism and recreation agency as well, without major damage to current NPS resource management responsibilities. We decided not to recommend relocating these programs to the tourism and recreation agency at this time, more for administrative convenience than for any compelling logic. In the near future, these NPS activities could be reassessed to determine if there are any significant benefits to be derived by expanding the mission of the principal Federal travel and recreation agency to include these programs.

The final agency considered for inclusion in a new tourism and recreation agency, USIA, has had for some time a role in tourism promotion. The agency has generally failed to contribute anything of significance to Federal efforts to attract foreign visitors to the U.S. Nonetheless, the separation of that responsibility from other USIA responsibilities would not be cost effective in the judgment of the study team. The combining of all USIA functions with other tourism functions in a single agency, while perhaps workable, would tend to muddle the mission of the principal Federal tourism and recreation agency. Thus, we chose not to consider this option further. We did however, consider the complications of assigning international promotion responsibilities solely to USIA, as discussed below.

Based on the above-described analysis, we reduced the number of feasible major reorganization alternatives to seven. The seven major alternatives considered represent variations on the three principal strategies for reorganization. When any of the seven are combined with proposed coordinating mechanisms, a much improved Federal tourism effort should result.

These seven alternatives are:

- <u>Consolidation of Existing Agencies</u>
  - consolidate USTS, BOR, and NPS's National Visitor Center and Office of Archeology and Historic Preservation into an independent Federal travel and recreation agency;

- same as above, but locate the agency within the Department of Commerce;

- same as above, but locate the agency within the Department of the Interior;

- Restructure the U.S. Travel Service

  - create new and expanded tourism functions within the shell of USTS;

- Assign Principal Tourism Responsibilities to a Limited Number of Federal Agencies

  - retain international promotion functions within USTS and transfer domestic tourism functions to BOR and other agencies;

  - retain domestic tourism functions within USTS and transfer international tourism promotion functions to USIA; and

  - eliminate USTS by assigning international tourism promotion functions to USIA and domestic tourism functions to BOR and other agencies.

Below we briefly review the principal advantages and disadvantages of the seven alternatives as compared to the existing organizational arrangement of Federal tourism activities as well as in terms of the political feasibility of their implementation.

A. Consolidation of Existing Agencies

1. Alternative 1

This alternative considers the consolidation of USTS, the Bureau of Outdoor Recreation, and the National Park Service's National Visitor Center and Office of Archeology and Historic Preservation into an independent Federal agency.

a. Advantages:

1) offers maximum visibility for Federal tourism activities compared to other options;

2) provides maximum autonomy of operation;

3) improves the clout of tourism interests (the relative clout of Federal agencies appears to rely principally on five factors:

- professional qualities of agency leadership and staff;
- relative political strength of agency leadership;
- size of agency budget;
- size of agency staff; and
- perceived importance of the agency's mission);

4) inclusion of the National Visitor Center in the principal Federal tourism agency provides an important visible symbol of the Federal involvement in tourism;

5) centralizes three existing communities of complementary tourism-related staff skills (USTS - principally promotional skills, BOR - consumer and supply oriented planning and development, and the Office of Archeology and Historic Preservation - supply of a major tourist interest product category);

6) provides for consolidation of some potentially overlapping USTS/BOR domestic programs;

7) reduces potential coordination problems between closely related leisure-time-oriented Federal agencies;

8) provides an opportunity for a fresh start for Federal efforts in tourism/recreation by removing tourism/recreation activities from departments that have generally failed to satisfy the national interest in tourism; and

9) offers the best opportunity to serve State and local interests in tourism and recreation (many States consider these two activities as inseparable parts of the same subject area).

b. <u>Disadvantages:</u>

1) may fall short of the expectations of some elements of the tourism industry who feel the industry needs and deserves, on the basis of tourism's economic importance to the U.S. economy, a Cabinet-level spokesperson for tourism, (this option does not anticipate Cabinet-level status);

2) may meet with more general Congressional resistance than less ambitious reorganization options;

3) may meet with some resistance from the White House, which is attempting to reduce the apparent number of Federal agencies, (although this option proposes to consolidate existing activities, it will appear to create an additional Federal agency);

4) may meet with some resistance by the Department of Commerce and the Department of the Interior, both of which would lose some staff and budget, but, more importantly, in political terms, is the implied failure of these two departments to make USTS and BOR function satisfactorily; and

5) likely to cause some difficult realignments of Congressional committees with oversight responsibilities.

2. Alternative 2

This alternative, like alternative 1 above, considers the consolidation of USTS, the Bureau of Outdoor Recreation, and the National Park Service's National Visitor Center and Office of Archeology and Historic Preservation into a single agency, but within the Department of Commerce.

a. Advantages:

1) improves the clout of tourism interests by increasing the size of staff and budget through consolidation;

2) inclusion of the National Visitor Center in the principal Federal tourism and recreation agency provides an important visible symbol of the Federal involvement in tourism;

3) centralizes three existing communities of complementary tourism/recreation staff skills;

4) provides for consolidation of some potentially overlapping USTS/BOR domestic programs;

5) offers increased visibility for Federal tourism activities through increased size compared to some other options and to the existing organizational arrangements;

6) reduces potential coordination problems between closely related leisure-time-oriented agencies;

7) offers an opportunity to better serve State and local interests in tourism and recreation; and

8) provides an opportunity to establish new priorities for tourism/recreation and solve many current program problems.

b. Disadvantages:

1) may appear to some elements of the tourism industry to fall short of expected new prominence of tourism;

2) may meet with more Congressional resistance than less ambitious reorganization options;

3) may meet with some resistence by the Department of the Interior which would lose BOR, its staff and budget;

4) may appear to "sell out" to commercialism some of BOR's "public interest" image because of being located in the Department of Commerce;

5) may appear to "sell out" to commercial exploitation the essentially preservationist thrust of programs within the Office of Archeology and Historic Preservation; and

6) may meet with some resistance from Congressional committees with oversight responsibilities for BOR which would be lost to other committees.

3. Alternative 3

This option, like the above two options, considers the consolidation of USTS, the Bureau of Outdoor Recreation, and the National Park Service's National Visitor Center and Office of Archeology and Historic Preservation into a single agency within the Department of the Interior.

a. Advantages:

1) improves clout of tourism interests by increasing size of staff and budget through consolidation;

2) inclusion of the National Visitor Center in the principal Federal tourism agency provides an important visible symbol of the Federal involvement in tourism;

3) centralizes three existing communities of complementary tourism/recreation staff skills;

4) provides for the consolidation of some potentially overlapping USTS/BOR domestic programs;

5) offers increased visibility for Federal tourism activities through increased size compared to alternatives 4-7 below and the existing organizational arrangements;

6) reduces potential coordination problems between closely related leisure-time-oriented agencies;

7) places tourism/recreation promotion, research, planning and development in the same Department with three major Federal land agencies (NPS, BLM, and USFWS) which provide considerable tourism/recreation supply;

8) offers an opportunity to better serve State and local interests in tourism and recreation; and

9) provides an opportunity to establish new priorities for tourism/recreation and solve many current program problems.

b. Disadvantages:

1) may appear to some elements of the tourism industry to fall short of expected new prominence of tourism;

2) may meet with more Congressional resistance than less ambitious reorganization options;

3) may meet with some resistance by the Department of Commerce which would lose USTS, its staff and budget;

4) may appear to some elements of the tourism industry to be misplaced in Interior since tourism received little attention when it was previously located in Interior;

5) may meet with some resistance from Congressional committees with oversight responsibilities for USTS which would be lost to other committees; and

6) tourism may appear to lose some stature because tourism/recreation would share an Assistant Secretary with the National Park Service and the U.S. Fish and Wildlife Service.

B. Restructuring the United States Travel Service: Alternative 4

This alternative considers the creation of new and expanded tourism functions within the shell of USTS.

a. Advantages:

1) provides an opportunity to establish new priorities for tourism and solve many current program problems;

2) likely to be the least controversial option;

3) relatively easy to get needed support in Congress for initial legislation;

4) maintains the current level of centralization of Federal tourism activities compared to some other options;

5) offers an opportunity for some improvement in agency clout; and

6) may reduce to some extent the USTS negative image.

b. Disadvantages:

1) limited potential for reducing interagency duplication or programmatic efforts compared to alternatives 1-3;

2) limited potential for reducing interagency program conflicts compared to alternatives 1-3;

3) may appear to many elements of the tourism industry to offer little in the way of a new Federal commitment to tourism; and

4) may appear to do too little to improve the stature of tourism within the Federal Government.

C. Assignment of Principal Tourism Responsibility to a Limited Number of Federal Agencies

1. Alternative 5

This alternative considers retaining foreign tourism programs and functions within USTS and assigning domestic tourism programs and functions to BOR and other agencies.

a. Advantages:

1) provides an opportunity to establish new priorities for tourism and solve some program problems;

2) provides for consolidation of some potentially overlapping domestic programs within BOR;

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3) allows USTS to continue to implement foreign promotion programs (an area in which USTS has been relatively successful);

4) provides some opportunities for economies through consolidation of domestic programs in BOR; and

5) relatively easy to get needed support in Congress for initial legislation.

b. Disadvantages:

1) limited potential for reducing interagency duplication of programmatic efforts overseas compared to other options;

2) limited potential for reducing interagency program conflicts compared to other options;

3) may appear to many elements of the tourism industry to be anti-tourism in character;

4) may appear to do little to improve stature of foreign tourism without new program thrusts;

5) likely to reduce opportunities to coordinate domestic and international tourism programs;

6) may meet with some resistance by the Department of Commerce and particularly by USTS;

7) provides for negligible gains in overall consolidation efforts of the Administration; and

8) likely to be very unpopular with the tourism industry, since it would appear to go against industry recommendations.

2. Alternative 6

This alternative considers retaining domestic tourism programs and functions within USTS and assigning foreign tourism programs and functions to USIA.

a. Advantages:

1) provides an opportunity to establish new priorities for tourism and solve some program problems;

2) provides for consolidation of some overlapping USTS/USIA foreign mission responsibilities within USIA (i.e., promotion of travel to the U.S. and promotion of the U.S. generally);

3) provides some opportunities for economies through consolidation of foreign programs in USIA;

4) relatively easy to get needed support in Congress for initial legislation;

5) provides opportunity for more widespread dissemination of tourism information to the public in other countries; and

6) improves visibility in foreign countries of tourism as a national interest of the U.S.

b. Disadvantages:

1) limited potential for reducing interagency duplication of programmatic efforts domestically compared to other options;

2) limited potential for reducing interagency program conflicts compared to other options;

3) may appear to do little to improve the stature of domestic tourism without new program thrusts;

4) likely to reduce opportunities to coordinate domestic and international tourism programs;

5) may meet with some resistance by the Department of Commerce and particularly by USTS;

6) provides for negligible gains in overall consolidation efforts of the Administration; and

7) likely to be very unpopular with the tourism industry since it would appear to go against industry recommendations.

3. Alternative 7

This alternative considers assigning foreign tourism programs and functions to USIA and assigning domestic tourism programs and functions to BOR and other agencies, thereby eliminating USTS as a Federal entity.

a. Advantages:

1) provides an opportunity to establish new priorities for tourism and solve some program problems;

2) provides for consolidation of promotion of travel to the U.S. and promotion of the U.S. generally in USIA and consolidation of some potentially overlapping domestic programs within BOR;

3) provides an opportunity for more widespread dissemination of tourism information to the public in other countries;

4) provides some opportunities for economies through consolidation of existing USTS programs in other Federal agencies with related programs;

5) relatively easy to get needed support in Congress for intitial legislation;

6) improves visibility in foreign countries of tourism as a national interest of the U.S.;

7) eliminates USTS and its negative image;

8) provides some gain in overall consolidation efforts of the Administration; and

9) likely to be the least costly option for a Federal role in tourism.

b. Disadvantages:

1) does little to reduce interagency duplication;

2) does little to eliminate potential interagency conflicts;

3) does little, if anything, to improve the stature or clout of tourism interests;

4) may reduce opportunities for coordination of domestic and international tourism promotion programs;

5) likely to be resisted by the Department of Commerce and particularly by USTS; and

6) likely to be very unpopular with the tourism industry since it would appear to go against industry recommendations.

III. The Basis for Activity Coordination Strategies

Given the current conflict and duplication in Federal tourism policies and programs as well as the fragmentation of the travel and recreation industries at the national, State, and local levels, it was inevitable that a large number of the needs elicited during the ascertainment phase of the NTPS would suggest a need for much stronger coordination mechanisms within both the public and private sectors of the tourism/recreation industry if these needs were to be met effectively.

The study team organized required coordination functions and mechanisms into three logical groupings:

- Federal internal or interagency coordinating mechanisms;
- mechanisms for coordination between the Federal Government and State, regional, and local public sector bodies; and
- mechanisms for coordination between the Federal Government and the private sector (including labor and consumer interests).

A review of existing coordination vehicles indicated a general absence of such mechanisms. Those that existed appeared to be either presently ineffectual and/or too narrowly designed in terms of mission to be useful vehicles for coordinating activities carried out under a national tourism (and recreation) policy. The study team therefore felt it was necessary to develop new proposed coordinating mechanisms for consideration by the Congress.

The idea of an interagency coordinating body to facilitate Federal tourism and recreation efforts is neither new or without flaws. The study team recognized early in the study the mixed results of previous government coordination efforts. In the team's assessment of eight foreign government tourism programs for the U.S. House of Representatives, particular attention was given to coordination activities. Successful coordination has been an evasive goal for all of these governments, producing mixed results paralleling U.S. experience. However, the study team was able to identify a number of factors that appear to control the level of success of coordination efforts as well as a number of factors that are consistently present in coordinating bodies that fail to achieve coordination goals. Those factors that must be present to achieve a reasonable level of successful coordination include:

- recognized dedicated leadership;
- consistent leadership over time;
- government commitment, at the highest levels, to the goals to be achieved and to the policies and programs to be coordinated;

- specifically defined responsibilities for policy and coordination activities;
- coordination responsibilities assigned to decision-makers who have "vested power" and authority to implement policy and coordinating body decisions;
- clearly defined public policy principals which guide specific policy (i.e., tourism policy) and coordination decisions;
- competent independent staff to provide substantive inputs to decision-making;
- clearly defined time frames in which actions must take place;
- reporting and evaluation responsibilities with oversight by an authority committed to assuring that responsibilities are carried out;
- participants in policy and coordination decision-making with a "national" perspective and a broad frame of reference;
- substantive content to issues consistent with decision-makers' level of authority; and
- participants with a clear perception of national priorities.

CHAPTER V

DETAILED OPTIONS FOR A PRINCIPAL FEDERAL TOURISM AGENCY

I. Introduction

In this chapter, we discuss in detail the two recommended options for a principal Federal tourism agency:

- the United States Travel and Recreation Agency (USTRA) -- Option A and the principal recommended option for a principal Federal tourism agency; and

- the United States Travel Bureau (USTB) -- Option B and the alternate recommended option for a principal Federal tourism agency.

The purposes of the two options would be similar, except for the fact that USTRA (Option A) would have functional responsibilities for recreation and national heritage resources as well as tourism and travel. The USTB (Option B) would have functions limited principally to travel and tourism.

The U.S. Travel and Recreation Agency would be organized as an executive agency outside of existing departmental structures through a consolidation of most existing programs and functions in the U.S. Travel Service, the Bureau of Outdoor Recreation, and the National Park Service's Office of Archeology and Historic Preservation and the National Visitor Center. The U.S. Travel Bureau would be formed from the shell of the existing U.S. Travel Service.

Both options would involve the addition of new programs and services to those currently in operation in the existing agencies. These programs would be concentrated in the areas of consumer services, industry services, and planning. Under both options, current Federal Government involvement in domestic promotion activities would be reduced to support for private sector domestic promotion.

We support Option A and a consolidation of current functions of USTS, BOR, and NPS Office of Archeology and Historic Preservation and National Visitor Center for a number of reasons. The Bureau of Outdoor Recreation and USTS appear to be natural partners for a consolidation of functions. BOR is presently staffed with the skills needed for tourism as well as recreation planning and development, and USTS has staff experienced in promotion and travel research. Existing programs and services in BOR match in many cases the needs identified by the public sector of the tourism industry; the tourism industry itself has, in some cases, recognized the compatability of the two agencies and recommended that BOR modify its program emphasis to meet their needs. The

public information and industry research needs to be met by proposed new Federal initiatives are, in many cases, needs identified by both USTS and BOR.

This is, in part, due to the overlapping constituency served by the two agencies. The majority of people utilizing existing public recreation areas are "tourists" as well as being "recreators" in that they must travel more than an hour to reach available recreation resources. In addition, both agencies have a "people" orientation in that their programs and activities focus on the needs of people. It is also interesting to note that BOR is the only agency in the Department of the Interior that does not own or manage land or other resources.

Finally, a number of other countries (notably Ireland, Spain, and Japan) have recognized the close relationship between tourism and recreation by combining similar functions to those of USTS and BOR in their respective tourism agencies.

The National Park Service's Office of Archeology and Historic Preservation appears to closely parallel the planning and grant administration functions now in BOR and, when combined with a major increasing public interest in historic resources as tourism attractions (both currently and for the enjoyment of future generations), this office was considered for consolidation into the new tourism agency, in part to avoid continued duplication of similar functions.

Combining responsibilities for historic properties with tourism and recreation is not a unique arrangement. The Irish Tourism Board (Bord Failte) has successfully combined these responsibilities. The National Visitor Center now in NPS serves, in part, the need for such centers identified in the ascertainment phase of the NTPS, as well as serving a nearly identical function to the overseas visitor centers envisioned for the new tourism agency.

II. United States Travel and Recreation Agency (USTRA): Option A for a Principal Federal Tourism Agency

Under this option, some but not all of the activities now carried out by USTS, the functions of the Bureau of Outdoor Recreation, and the activities of the National Park Service's National Visitor Center and Office of Archeology and Historic Preservation would be consolidated into a United States Travel and Recreation Agency. In addition, new programs and services in the tourism and recreation area would be introduced. Finally, the heritage-related functions of the Office of Archeology and Historic Preservation would be expanded to include natural heritage resources as well as historic resources.

Overall, the total staff engaged in these activities would remain about constant: an estimated total of 872 employees currently administering and carrying out the activities to be consolidated would be reduced to 860 in the new agency.[1] The expansion of staff commitment to tourism-related consumer and industry services and programs within USTRA would be made possible, in part, by some efficiency gains associated with consolidation of functions now duplicated in the various separate organizational entities and some redirection of program emphasis.

The proposed new USTRA staffing plan does not include an Office of General Counsel. However, since support in this area is likely to be needed and the new agency would no longer be in a Federal department that could provide such services, it may be necessary to include an Office of General Counsel in the agency organization described below. The organization and staffing plan described herein is intended as a guide and the Office of Management and Budget should be consulted in the development of final organizational and staffing plans. (See Appendix B for staffing plans and Appendix D for job descriptions.)

A. Purpose of the U.S. Travel and Recreation Agency

The purpose of the U.S. Travel and Recreation Agency would be to implement the new National Tourism (and Recreation) Policy as the principal Federal instrument for promotion, development, planning, and research related to tourism, recreation, and heritage resource preservation. Responsibilities would include:

- insuring that travel, recreation, and heritage resource preservation and their related private sector constituencies make their optimum contribution to the quality of life, prosperity, and full employment in the U.S.;

- fostering the sustained and orderly growth of tourism and other beneficial leisure time activities in the U.S.;

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[1] There would be, in addition, 15 employees in the new National Travel and Recreation Policy Council (NTRPC).

- optimizing development of visitor travel from other nations; and

- fostering an awareness among residents and non-residents of the U.S. of the historical and cultural heritage of the U.S. and of the social, educational, and other benefits to be derived from the environmentally sound use of natural resources for tourism and recreation.

B. Organization of the U.S. Travel and Recreation Agency

The Agency would have five principal organizational elements, as shown in Figure 7 :

- an Office of the Administrator;

- a USTRA Executive Committee;

- an Office of the Executive Director;

- an Office of Administration; and

- four Centers for program activity.

1. Office of the Administrator - Organization (Staff of 7)

The Administrator would be appointed by the President to serve at his pleasure, by and with the advice and consent of the Senate. The Administrator, aided by an Administrative Assistant for Tourism, an Administrative Assistant for Recreation, and an Administrative Assistant for Heritage Resource Preservation, would serve as Chairperson of the USTRA Executive Committee and chief executive officer of USTRA. The proposed staffing would include the Administrator, Administrative Assistant for Tourism, Administrative Assistant for Recreation, and Administrative Assistant for Heritage Resource Preservation.

2. USTRA Executive Committee - Organization (no permanently assigned staff)

The Executive Committee would assist the Administrator in determining operational policies for achieving agency objectives; would assist in preparing annual program and planning documents for review by the National Travel and Recreation Policy Council (NTRPC), the Intergovernmental Travel and Recreation Planning Board (ITRPB), and the Travel and Recreation Development Board (TRDB); and would coordinate all USTRA program activities. The Executive Committee would be made up of the following:

- Administrator;

- Executive Director;

- Director - Visitors Services Center;
- Director - Industry Services Center;
- Director - Tourism/Recreation Planning Center; and
- Director - Heritage Resources Center.

3. Office of the Executive Director - Organization (staff of 15)

The Executive Director would be a tourism/recreation professional, selected by the Administrator, initially from a list of highly qualified candidates solicited from and recommended by the private sector and State and local government sectors of the travel and recreation industry with confirmation by the Senate. The purpose of creating a position for a professional Executive Director of USTRA is to provide future USTRA Administrators with a highly-skilled travel/recreation professional who would remain with the USTRA through shifts in political leadership, providing continuity to USTRA programs over relatively long periods of time. Professionalizing the Federal involvement in tourism-related activities is a primary goal of the National Tourism Policy Study.

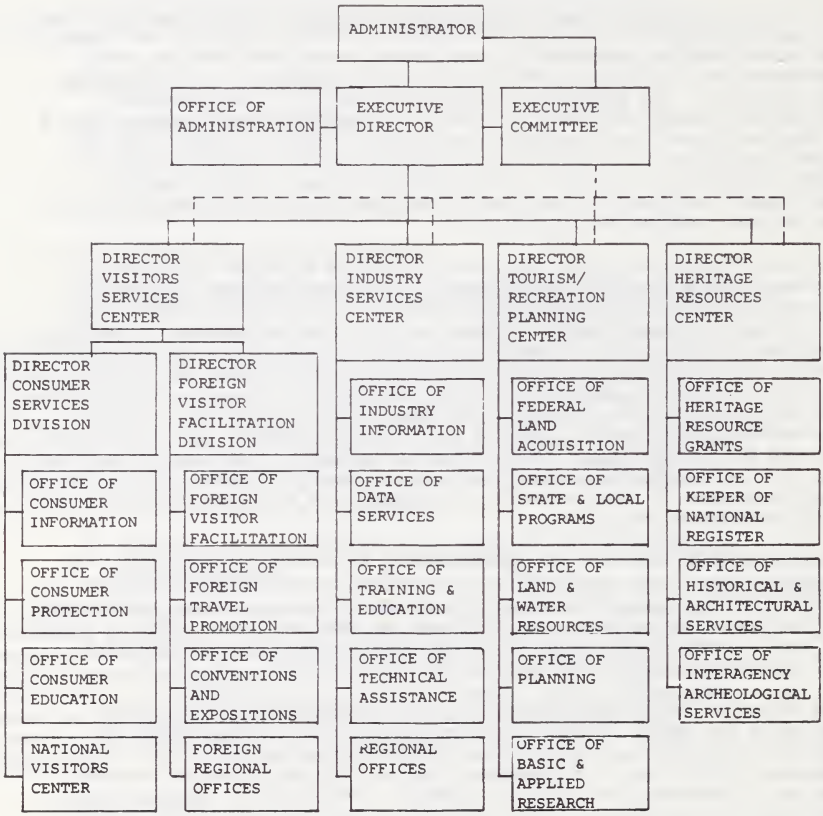
To avoid "locking in" of an ineffectual Executive Director, a procedure for replacement should be established. At any point in time, the National Travel and Recreation Policy Council (NTRPC), the Intergovernmental Travel and Recreation Planning Board (ITRPB), or the Travel and Recreation Development Board (TRDB) could recommend to the Administrator that a reconfirmation proceeding be initiated. This proceeding might include the Senate committee with oversight responsibility for USTRA initiating hearings to reconfirm the appointed Executive Director. The Administrator could also request a reconfirmation proceeding, provided that the Administrator had non-political grounds for such an action. Should the appointment of a new Executive Director be found by the Senate committee to be in the best interest of the Federal involvement in tourism-related activities, the Executive Director would be asked to resign.

Should the need arise for the appointment of a new Executive Director, for whatever reason, the Administrator would select a new Executive Director from a combined list of highly qualified candidates screened and recommended by the ITRPB and the TRDB. The ITRPB and the TRDB would each submit a list of five candidates from which the Administrator would select a candidate for Executive Director with confirmation by the Senate.

The Office of the Executive Director would combine responsibilities now vested in the Deputy Assistant Secretary for Tourism and the Office of Policy Analysis in the United States Travel Service; and the Office of the Director, the Office of Congressional Liaison, and the Office of Communications in the Bureau of Outdoor Recreation. The Executive Director would serve as Vice-Chairperson on the USTRA Executive Committee and would assist the Administrator in providing overall direction of all USTRA activities. The proposed staffing would include the Executive Director, a Senior Policy Analyst, and an Information Officer.

Figure 7. U.S. TRAVEL & RECREATION AGENCY (OPTION A)

SUGGESTED ORGANIZATIONAL STRUCTURE



4. Office of Administration - Organization (staff of 48)

The Director of Administration would have primary responsibility for administrative support of USTRA operations reporting to the Executive Director. The Director would direct operations of the Office of Budget and Finance and Office of Personnel.

Initially, the Director would:

- develop and distribute to the USTRA Executive Committee new and revised procurement procedures and management controls;
- develop simplified grant application procedures for grant programs related to the Land and Water Conservation Fund as well as other tourism and recreation-related grant programs, reducing paperwork and processing time to absolute minimums;
- revise the performance measurement system for all USTRA operations to reflect new tourism and recreation policy emphasis;
- develop new guidelines for USTRA staff travel, including tighter controls on staff discretionary agency business travel and recommendations for targeted travel for staff professional development and training; and
- develop a management training and staff development program to professionalize the agency operations, including establishment of high standards for management and performance.

The proposed staffing would include the Director of Administration, Budget Director, and Personnel Director.

5. Organization of Program Activities Centers

a. Visitors Services Center - Organization (staff of 169)

1) Office of the Director of Visitors Services

The Director of Visitors Services would serve on the USTRA Executive Committee as part of the USTRA management team, serve as a USTRA representative on the NTRPC Transportation and Facilitation Policy Committee, and would direct operations of the Visitors Services Center. The proposed staffing would include the Director of Visitors Services and Deputy Director of Visitors Services. The Visitors Services Center would have two divisions: (1) Consumer Services Division, and (2) Foreign Visitor Facilitation Division.

2) Consumer Services Division

The Director of Consumer Services would direct operations of the Office of Consumer Information, Office of Consumer Protection, Office of Consumer Education, and the National Visitor Center. The proposed staffing would include the Director of Consumer Services, Consumer Information Officer, Consumer Protection Officer, Consumer Education Officer, and Director of the National Visitor Center.

3) Foreign Visitor Facilitation Division

The Director of Foreign Visitor Facilitation Services would direct operations of the Office of Foreign Visitor Facilitation, Office of Foreign Travel Promotion, Office of Conventions and Expositions and the Foreign Regional Offices. The proposed staffing would include the Director of Foreign Visitor Facilitation Services, Deputy Director of Foreign Operations, Deputy Director of U.S. Operations, Facilitation and Information Officer, Travel Promotion Officer, Convention and Exposition Officer, and six Foreign Regional Office Directors.

b. Industry Services Center - Organization (staff of 404)

The Director of Industry Services would serve on the USTRA Executive Committee as part of the USTRA management team, serve as a USTRA representative on the NTRPC Economic Development Policy Committee, and direct operations of the Industry Services Center, including the Office of Industry Information, Office of Data Services, Office of Training and Education, Office of Technical Assistance, and the USTRA United States Regional and Area Offices. The proposed staffing would include the Director of Industry Services, Deputy Director of Washington Operations, Deputy Director of Field Operations, Industry Information Officer, Data Services Officer, Training and Education Officer, Technical Assistance Officer, seven Regional Office Directors, and one Area Office Director.

c. Tourism and Recreation Planning Center - Organization (staff of 58)

The Director of Tourism and Recreation Planning would serve on the USTRA Executive Committee as part of the USTRA management team, serve as USTRA representative on the NTRPC Energy and Natural Resources Policy Committee, and would direct operations of the Tourism and Recreation Planning Center, including the Office of Federal Land Acquisition, Office of State and Local Programs, Office of Land and Water Resources, Office of Tourism and Recreation Planning, and the Office of Basic and Applied Research. The proposed staffing would include the Director of Tourism and Recreation Planning, Deputy Director, Federal Land Acquisition Officer, State and Local Programs Officer, Land and Water Resources Officer, Planning Officer, and Basic and Applied Research Officer.

d. Heritage Resources Center - Organization (staff of 159)

The Director of Heritage Resources would serve on the USTRA Executive Committee as part of the USTRA management team, serve as USTRA representative on the NTRPC Health, Education, and Cultural Affairs Policy Committee, and would direct operations of the Heritage Resources Center, including the Office of Heritage Resource Grants, Office of Keeper of the National Registers, Office of Historical and Architectural Services, and the Office of Interagency Archeological Services. The proposed staff would include the Director of Heritage Resources, Deputy Director, Heritage Resource Grants Officer, Keeper of the National Registers, Historical and Architectural Services Officer, and Interagency Archeological Services Officer.

6. Timing of Organizational Efforts

The following timetable is recommended for implementing the organizational changes involved in the new U.S. Travel and Recreation Agency:

- Congress creates U.S. Travel and Recreation Agency;
- President appoints new USTRA Administrator by end of month three;
- Senate confirms new Administrator by end of month six;
- Administrator appoints "acting" officers of USTRA by end of month seven;
- Administrator solicits candidates for USTRA Executive Director by end of month seven;
- Administrator appoints Executive Director by end of month nine;
- USTRA Office of Administration develops staff reorganization plan, and interim Executive Committee approves plan by end of month eleven;
- Office of Administration defines new agency space requirements and arranges with the General Services Administration (GSA) for acquisition of new space by end of month eleven;
- Interim Executive Committee develops phasing plan for transition from existing programs to new programs by end of month eleven;
- Administrator, with assistance from Executive Director, finalizes all staff assignments by end of month twelve;
- GSA moves USTRA into new agency space by end of month twelve;

- Executive Director finalizes agency work program for second year by end of month twelve;

- Office of Administration finalizes second-year budget by end of month twelve;

- USTRA Activity Centers assess initial program and service needs by end of month eighteen;

- Centers collect and review available program information and materials by end of month eighteen;

- Centers identify activities appropriate to each Center and Executive Committee coordinates Centers' development of program plans, priorities, schedule and budget by end of month twenty-one;

- Centers initiate clearinghouse functions by end of month twenty-four;

- Executive Director, with concurrence of Administrator, assigns temporary staff to the National Travel and Recreation Policy Council for EIS review test program by end of month twenty-four;

- USTRA officers complete transition from existing programs to new programs by end of month twenty-four;

- Executive Director finalizes agency work program for third year by end of month twenty-four; and

- Office of Administration finalizes third-year budget by end of month twenty-four.

C. Functions of the U.S. Travel and Recreation Agency

1. Responsibilities of the Administrator of the United States Travel and Recreation Agency

The Administrator would serve as the principal Federal Government officer to direct research, planning, development, and promotion of tourism, recreation, and heritage resource activities in the Nation's interest. The Administrator's responsibilities would include:

- overall direction of USTRA activities and programs;

- designation of historic properties and national heritage resources of national significance as National Historic Landmarks and National Natural Heritage Resource Landmarks;

- serving on the National Travel and Recreation Policy Council and the Executive Committee of the NTRPC to coordinate Federal programs having a potential major impact on tourism, recreation, and heritage resources;

- coordination and utilization of services and facilities of other Federal Government departments both domestically and internationally;

- directing USTRA to enter into cooperative agreements with regional, State, or local governmental entities;

- consulting with and organizing conferences of representatives of industry, labor, State, local and regional authorities, and other interested parties;

- fostering sustained and orderly growth of tourism and recreation in the U.S., insuring that travel, recreation, and heritage resource preservation and their respective industries make their optimum contribution to quality of life, full employment, and prosperity in the U.S.;

- optimizing development of visitor travel from other nations, travel within the U.S. by residents, and awareness among residents and non-residents of the social, educational and other benefits of the environmentally sound use of touristic, recreational, and heritage resources;

- assuming responsibility for leadership, direction and guidance of tourism, recreation, and heritage resource development;

- initiating policy-oriented rule-making proceedings before transportation regulatory agencies when such intervention is necessary to implement national tourism/recreation goals;

- directing USTRA to develop a national five-year tourism and recreation plan, including annual updates, to guide the protection and growth of tourism, recreation, and heritage resources in the national interest; and

- exploration of new forms of Federal-State-local-private sector collaborations to facilitate the development of domestic travel, recreation, and historical and cultural interpretation and development of facilities, services, and programs to better meet the needs of foreign visitors as well as U.S. residents.

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2. Functions of the USTRA Executive Committee

The functions of the Executive Committee would be to provide all necessary intra-agency coordination and coordination with the NTRPC, the ITRPB, and the TRDB. The Executive Committee would be specifically charged with the responsibility of assuring the responsiveness of the USTRA Centers to the needs of the private, State, and local sectors of the tourism and recreation industry. In addition, the Executive Committee would direct the preparation of annual program and planning documents for review by the NTRPC, the ITRPB, and the TRDB.

3. Responsibilities of the Executive Director of the United States Travel and Recreation Agency

The responsibilities of the Executive Director would be to provide overall day-to-day direction of Federal Government tourism, recreational and heritage-resource-related activities as specified by the Administrator. The Executive Director's responsibilities would include:

- assisting the Administrator in determining basic policies for achieving tourism, recreation, and heritage resource preservation objectives;
- determination of operational policies for achieving tourism, recreation, and heritage resource preservation objectives;
- maintenance of relations with the National Travel and Recreation Policy Council and participation in the Council's Policy Committee activities;
- maintenance of relations with the ITRPB and participation in ITRPB activities;
- maintenance of relations with the TRDB and participation in TRDB activities;
- representation, at the Administrator's discretion, of the U.S. Government at official tourism functions;
- direction of all USTRA staff activities;
- preparation of position papers on tourism, recreation, and heritage resource preservation issues and legislative proposals;
- providing for exchange of information with members of Congress;
- providing staff support to the USTRA Executive Committee, including activities of USTRA representatives on the NTRPC and its related policy committees; and

- development of programs to implement USTRA policies in such a way as to establish:

  - needs which should be addressed by a programmatic response;

  - activities already undertaken in the particular program area (to avoid duplication);

  - which Federal agencies, State, city, or private industry organizations and groups have undertaken such activities;

  - which entities should appropriately respond to the need for additional programmatic activities;

  - well-thought-out programs to respond to needs on a priority basis;

  - support for having the most appropriate entities undertake programs; and

  - systems for making maximum use of activities undertaken and programmatic results available from others.

4. Functions of the Office of Administration

The functions of the Office of Administration would be to direct and coordinate all programs related to budget, finance, and personnel. Responsibilities would include:

- directing the Office of Budget and Finance as it concerns both administration of USTRA matters and the Land and Water Conservation Fund and other grants-in-aid programs; and

- directing the Office of Personnel.

a. Office of Budget and Finance

The functions of the Office of Budget and Finance would include:

- performing budget formulation and justification functions;

- performing accounting operations for USTRA;

- performing accounting of the Land and Water Conservation Fund and other monies distributed to States, cities, and others; and

- administering procurement functions.

b. Office of Personnel

The functions of the Office of Personnel would include:

- planning and implementing personnel management and employee development programs;
- developing and maintaining USTRA's administrative management system; and
- providing computer programming and general systems support to all USTRA offices.

5. Functions of Program Activity Centers

a. Functions of the Visitors Services Center

The function of the Visitors Services Center would be to direct the activities of the Consumer Services Division and the Foreign Visitor Facilitation Division.

1) Functions of the Consumer Services Division

The functions of the Consumer Services Division would be to direct all programs related to consumer information, consumer protection and consumer education, including:

Consumer Information Services

- assessing consumer needs for travel and recreation information that could be met by a mail or telephone response;
- collecting and reviewing available consumer travel and recreation information materials;
- identifying information available from other Federal, State, regional, local, and private industry sources;
- identifying needs for additional information and informational materials unavailable from existing sources;
- determining which information and informational materials should appropriately be developed by USTRA; by other Federal, State, regional, or local government entities; and by private sector organizations;
- developing recommended guidelines and standards for uniform information material contents;

- developing programs--including priorities, schedule, and budget--to generate information and/or informational materials appropriate to USTRA (e.g., information on quality-of-life benefits associated with tourism and recreation; cost advantages to off-season travel; trip planning; and other materials) and information developed in conjunction with the Office of Consumer Education (including informational materials development and staff support for the National Visitor Center);

- encouraging, supporting, and coordinating the development of information and/or informational materials by others (e.g., development and distribution of informative printed materials on national and State parks in cooperation with the National Park Service and State Governments, etc.); and

- developing a system for collection, storage, retrieval, and dissemination of consumer travel information as well as procedures for referral of requests for information not available from USTRA (i.e., the consumer information clearinghouse function).

Consumer Protection Services

- developing procedures for receiving consumer complaints on all tourism/travel/recreational related matters, including redirecting or referring complaints to other Federal, State, or local agencies or to private industry as appropriate;

- cataloging all complaints so that the type and extent of consumer problems can be determined; and

- initiating or encouraging appropriate actions or programs to mitigate consumer problems (e.g., public information programs, registration of travel agents, mandatory disclosure clauses in consumer information materials, industry self-regulation programs, etc.).

Consumer Education Programs

- assessing consumer needs for educational materials on travel and recreation activity planning, off-season travel and recreation opportunities, energy-efficient travel, alternative recreation forms, historical interpretation, and other information useful to consumers for improving their travel purchase decisions and/or reducing the constraints to personal travel and participation in recreation;

- collecting and reviewing available travel/recreation consumer educational materials, including those available from Federal, State, local, and private organizations;

- identifying needs for additional educational materials and/or programs unavailable from existing sources;

- determining which educational needs should appropriately be met by USTRA; by other Federal, State, regional, or local organizations; and by private sector organizations;

- developing educational programs--including priorities for development, scheduling, budget, and implementation planning--to meet the needs of consumers that are appropriate for USTRA to address; and

- encouraging, supporting, and coordinating the development of educational materials and programs of others.

Functions of the National Visitor Center

- administering the National Visitor Center;

- assessing visitor needs for travel information that could be met by brochures, displays, and other programs consistent with the location and structure of the Visitor Center;

- collecting and reviewing information available from Federal, State, regional, local, and private industry sources;

- identifying needs for additional information, informational materials, and informational devices unavailable from existing sources;

- determining which informational materials should be changed or developed by USTRA; by other Federal agencies; State, regional, or local government entities; and by private sector organizations;

- developing programs--including priorities, schedule, and budget--to generate and distribute visitor information through the Center;

- encouraging, supporting, and coordinating the development of new, current informational materials for distribution through the Center; and

- developing systems for dissemination of consumer information as well as procedures for referral of requests for other information not available at the National Visitor Center.

2) Functions of the Foreign Visitor Facilitation Division

The functions of the Foreign Visitor Facilitation Division would be to direct all programs related to foreign visitor facilitation, foreign consumer information, and foreign visitor promotion. Functions would include:

Foreign Visitor Facilitation Services

- assessing foreign visitor needs for port-of-entry facilitation assistance and/or locally available travel information (in the U.S.) that could be met by telephone and/or U.S.-based foreign visitor centers;

- collecting and reviewing available foreign and domestic consumer travel information materials appropriate for distribution through U.S.-based sources;

- identifying information available from other Federal, State, regional, local, and private industry sources appropriate for distribution through U.S.-based sources;

- identifying needs for additional information and informational materials unavailable from existing sources appropriate for distribution through U.S.-based sources;

- determining which information and informational materials should appropriately be developed by USTRA and by other Federal, State, regional, local government or private sector organizations appropriate for distribution through U.S.-based sources;

- developing and/or encouraging, supporting, coordinating, and participating in the development of U.S.-based foreign visitor centers and generation of information and/or informational materials to be distributed by USTRA or others, including priorities for sequencing, scheduling budgeting, and implementation planning appropriate to USTRA;

- assessing, in conjunction with USTRA foreign regional offices, needs for travel information that could be met by telephone, mail response, and foreign-based on-site visitor center staffs in each primary and secondary tourism market;

- collecting and reviewing available foreign and domestic consumer travel information materials suitable for distribution overseas;

- identifying information available from all other Federal, State, regional, local, and private industry sources suitable for distribution overseas;

- identifying needs for additional information and informational materials unavailable from existing sources suitable for distribution overseas;

- determining which information and informational materials should appropriately be developed by USTRA and by other Federal, State, regional, local governments and private sector organizations suitable for distribution overseas;

- developing programs to create on-site foreign visitor centers and to generate information and informational materials to be distributed by USTRA, USIA, or others, including priorities for sequencing, scheduling, budget and implementation planning appropriate to USTRA;

- encouraging, supporting, and coordinating the development of information and/or informational materials by USIA and others; and

- developing a system for collection, storage, retrieval, and dissemination of foreign consumer travel information as well as procedures for referral of requests for information not available from USTRA (foreign visitor information clearinghouse function).

Foreign Travel Promotion Programs

- in conjunction with foreign regional offices, assessing the needs for foreign visitor promotion activities;

- collecting and reviewing available marketing plans, promotion programs, and promotional materials currently being used by the U.S. Travel Service;

- collecting and reviewing available marketing plans, promotion programs, and promotional materials from other Federal, State, regional governments, private industry sources and foreign tourism organizations;

- identifying primary and secondary foreign tourism markets and needs for new or additional tourism promotion activities;

- determining which foreign tourism promotion activities for each primary and secondary foreign tourism market should be engaged in by USTRA and by other Federal, State, regional, or local organizations;

- developing marketing plans and promotion programs, including priorities, scheduling, budgeting, and implementation planning that are appropriate to USTRA; and

- encouraging, supporting, coordinating, and participating in the development of marketing plans and foreign tourism promotion programs by others.

Functions of the Office of Conventions and Expositions

- assessing exposition proposals, developing in-depth studies of proposals and making recommendations to the Executive Committee relative to Federal recognition of such events (the Administrator makes USTRA recommendations to the NTRPC following Executive Committee review);

- preparing reports on behalf of the NTRPC, at the direction of the Executive Committee, for submission by the President to the Congress on the manner, form, and extent of Federal participation in events approved by the NTRPC and the President;

- directing implementation of U.S. participation in expositions authorized by the President and the Congress; and

- providing U.S.-based support services and coordination for the Paris-based international convention promotion activities.

Functions of Foreign Regional Offices

- assessing the travel information needs and interests of country residents;

- collecting and reviewing past and current marketing plans, promotion programs, and promotional materials used by the U.S. Travel Service;

- collecting and reviewing available marketing plans, promotion programs and promotional materials from other countries and U.S. Federal, State, regional, local, and private industry sources utilized in country;

- in conjunction with the Office of Foreign Travel Promotion, and other appropriate USTRA Offices, determining which promotion activities should appropriately be engaged in by USTRA and by other Federal, State, regional, or local governments;

- developing marketing plans and promotion programs, including priorities, scheduling budget and implementation planning that are appropriate to USTRA;

- developing associations with the country travel trade for promotional programming and establishing a visitor center in each primary foreign market country to serve the public;

- organizing and implementing an information program to service regional market publics by telephone, mail, or personal contact (through proposed visitor centers); and

- encouraging, supporting, coordinating, and participating in the development and implementation of marketing plans and country tourism promotion activities.

b. Functions of the Industry Services Center

The functions of the Industry Services Center would be to direct all programs related to industry (including State and local government and private sectors) information, data services, training and education, and technical assistance. Functions would include:

1) Industry Information Services

- assessing industry and State/local government needs for professional tourism, recreation, and historical literature and information that could be met by mail or telephone;

- collecting and reviewing available professional tourism, recreation, and historic and natural heritage resource preservation literature;

- identifying professional tourism, recreation, and historical literature available from other Federal, State, regional, and local government and private industry sources;

- identifying needs for additional professional tourism, recreation, and historic and natural heritage resource preservation literature;

- determining which needs should appropriately be met by USTRA and other Federal, State, regional or local agencies and the private sector;

- developing programs, including priorities for development, scheduling, budget and implementation planning to generate professional tourism, recreation, and historic and natural heritage resource preservation literature and information appropriate to USTRA;

- encouraging, supporting, and coordinating the development of professional tourism, recreation, and historic and natural heritage resource preservation, literature and information by others; and

- developing a system for collection, storage, retrieval, and dissemination of professional tourism, recreation, and historic and natural heritage resource preservation literature and information as well as procedures for referral of requests for literature and information not available from USTRA (industry information clearinghouse function, including data resources from Office of Data Services and research from Office of Basic and Applied Research).

2) Data Services

- assessing industry and State/local government tourism, travel, recreation, and historical data needs that could be met by mail or telephone responses;

- collecting and reviewing available tourism, recreation, and historic and natural heritage resource data;

- identifying tourism recreation, and historical data available from other Federal, regional, State, and local government and private industry sources;

- identifying needs for additional tourism, recreation, and historic and natural heritage resource data unavailable from existing sources;

- determining which data needs should appropriately be met by USTRA and other Federal, regional, State, or local government agencies and the private sector;

- developing a secondary source data collection program, including priorities, scheduling, and budget;

- encouraging, supporting, coordinating, and developing guidelines for programs to generate needed tourism, recreation, and historic and natural heritage resource data by others; and

- developing a system, in conjunction with the Office of Industry Information, for collection, storage, retrieval, and dissemination of tourism, recreation, and historic and natural heritage resource data as well as procedures for referral of requests for data not available for USTRA.

3) Training and Education Services

- assessing the need for tourism and recreation industry and State and local training and education;

- surveying existing training and education programs available through all sources;

- identifying needs for additional industry and State and local technical and professional employee training and education programs including needs for vocational skill development, performance incentive programs, continuing education, in-service training, curriculum development, and training and education materials;

- determining which training and educational needs should appropriately be met by USTRA; other Federal, State, regional, or local government agencies; private sector organizations; and public and private educational institutions;

- developing training and educational programs, materials, and curricula, including priorities for development, scheduling, budget, and implementation planning to meet the needs of tourism industry and parks and recreation employees, that are appropriate to USTRA; and

- encouraging, supporting, coordinating, and guiding the development of training and educational programs, materials, and curricula by others.

4) Technical Assistance Services

The Office of Technical Assistance would direct and coordinate programs of technical assistance for private industry, and State and local governments. Functions would include:

Private Sector

- assessing private industry technical assistance needs for (1) professional literature and advisory assistance related to the latest and most effective business operational techniques, management practices, and marketing strategies (principally to aid small businesses); (2) non-regulatory standards and guidelines for tourism facilities, tourism services, tourism informational materials and travel informational signage; (3) research techniques and standardized definitions and data displays; (4) recreation facilities management; and (5) product development guidance;

- collecting and reviewing available technical assistance literature;

- identifying needs for additional technical assistance unavailable from existing sources;

- determining which technical assistance needs should appropriately be met by USTRA; other Federal, State, regional, or local government agencies; and the private sector;

- developing programs, including priorities, scheduling, budget and implementation planning, to deliver technical assistance appropriate to USTRA; and

- encouraging, supporting, coordinating, and guiding the development of technical assistance ltierature and delivery systems by others.

State/Local Government

- assessing State and local government technical assistance needs for professional literature and advisory assistance related to (1) the latest and most effective tourism, recreation, and historic and natural heritage resource preservation planning; (2) park and recreation facility and program development; (3) marketing strategies; (4) guidelines for historical restoration; (5) guidelines for tourism informational materials and signage; (6) research techniques and standardized definitions; and (7) other needs of such groups as State or local park and recreation departments, travel development departments, visitor and convention bureaus, historical societies, and others;

- collecting and reviewing available technical assistance literature;

- identifying needs for additional technical assistance unavailable from existing sources;

- determining which technical assistance needs should appropriately be met by USTRA; by other Federal, State, regional, and local government entities; and by the private sector;

- developing programs, including priorities, scheduling, budget and implementation planning to deliver technical assistance appropriate to USTRA; and

- encouraging, supporting, coordinating, and guiding the development of technical assistance literature and delivery systems by others.

5) Functions of the Regional and Area Offices

All functions of the regional and area offices should be performed in conjunction with and with guidance by the appropriate headquarters office. These functions include:

- assessing the regional needs for tourism and recreation technical assistance, planning, education, and research of regional, State, and local governments and private industry;

- collecting and reviewing available regional tourism and recreation technical assistance, planning, education, and research programs and information;

- identifying regional technical assistance, planning, education, and research programs available from other Federal, State, regional, and local government and private industry sources;

- identifying needs for additional tourism and recreation technical assistance, planning, education, and research programs unavailable from existing sources;

- determining which technical assistance, planning, education, and research programs and materials should be developed by USTRA and other Federal, State, regional, and local agencies and private sector organizations;

- developing programs, including priorities, scheduling, and budget, to generate technical assistance, planning, education, and research programs appropriate to the USTRA regional or area office;

- administering the Land and Water Conservation Fund, heritage and other grant programs, including assistance to State Comprehensive Outdoor Recreation Planning agencies, tourism departments, historic preservation agencies, and natural resource agencies; approval of plans and projects; and administration of grants;

- developing regional tourism, recreation, and heritage resource plans incorporating State plans and appropriate region-wide data; and

- serving as liaison and regional representative to other Federal agencies, and regional, State, and local government agencies, and private sector organizations for new and existing USTRA programs, including but not restricted to the Federal land acquisition program; historical, archeological, and recreation services; special land, water, and heritage resource studies; cooperative foreign promotion programs; and various other technical assistance, planning, education, and research programs.

c. Functions of the Tourism/Recreation Planning Center

The general function of the Tourism/Recreation Planning Center would be to direct all programs relating to (1) the Land and Water Conservation Fund and the other grants-in-aid programs to States, cities, and others; (2) Federal land acquisition; (3) special studies of land, water, and heritage resources; (4) planning guidelines and preparation of the National Tourism, Recreation, and Heritage Resource Preservation Plan; and (5) basic and applied research. Specific functions would include:

1) Federal Land Acquisition

- assessing the need for additional Federal lands to provide adequate recreation and travel opportunities to U.S. citizens and to protect unique natural and historical resources;

- developing acquisition program recommendations, including priorities, scheduling, budget, and implementation planning that are appropriate to USTRA; and

- encouraging, supporting, coordinating, and guiding acquisition programs by others, including identifying foundations, donors, and others who may purchase or provide critical recreation lands for Federal agencies.

2) State and Local Programs

- administering the Land and Water Conservation Fund and other grants-in-aid programs;

- developing procedures, regulations, and priorities for the Land and Water Conservation Fund Program; and for other grants-in-aid to States, cities, and others, including apportionments to States and procedures for State Comprehensive Tourism, Recreation, and Heritage Resource Preservation Plans;

- reviewing USTRA-State agreements for broad recreation, tourism, and historic and natural heritage resource preservation planning assistance as well as individual proposals by States for consistency with State Comprehensive Tourism, Recreation, and Heritage Resource Preservation Plans;

- conducting surveillance over apportioned funds and compliance reviews for approval of ongoing projects funded under the Land and Water Conservation Fund and other grant programs; and

- conducting ongoing review of State Comprehensive Tourism, Recreation, and Heritage Resource Preservation Plans for continued adequacy and coordination with Nationwide Plans.

3) Land and Water Resource Program

- assessing the needs for special studies of land and water resources having national or regional significance for tourism and recreation;
- collecting and reviewing available studies and information on significant regional or national land and water resources;
- identifying need for additional land and water resource studies;
- determining which land and water resource studies should appropriately be conducted by USTRA; other Federal, State, regional, and local government entities; and the private sector;
- developing programs, including priorities, schedules, budget and implementation plans to conduct water, land, and heritage resource studies appropriate to USTRA;
- encouraging, supporting, coordinating, and guiding the development of special land and water resource studies by others; and
- administering Wild and Scenic Rivers and National Trails Program.

4) Planning Program

- assessing the nature of tourism, recreation, and heritage resource preservation planning;
- collecting and reviewing available tourism, recreation, and heritage resource preservation resource planning literature;
- identifying needs for additional or innovative tourism, recreation, and heritage resource preservation planning techniques and guidelines unavailable from existing sources;
- developing programs, including priorities, schedules, budget and implementation plans to develop innovative tourism, recreation, heritage resource preservation planning procedures;
- delivering, in conjunction with the Office of State and Local Programs and Office of Technical Assistance, new or refined planning procedures as they are developed; and
- developing procedures for an annual update of the National Tourism Recreation and Heritage Resource Preservation Plan (Five-Year Plan); conducting planning processes; and coordinating the efforts of USTRA and others, including aggregation of State plans and other Federal agency plans into cohesive broad national plans which address national needs, contingencies, and policies for tourism and recreation development and heritage resource preservation.

5) Basic and Applied Research Program

- Assessing needs for basic research to expand knowledge of the linkages between tourism/recreation and physical and mental health; traveler and recreationist motivations and behavior; constraints to travel and recreation; the economic, social, and cultural impacts of tourism and recreation; the environmental and energy impacts of tourism and recreation; tourist product and service needs; effective program evaluation techniques; and carrying capacity;

- assessing needs for applied research to develop survey guidelines and definitions, market analyses, travel/recreation participation and demand surveys, feasibility studies and supply inventories; and needs for applied research to support product development and program impact/effectiveness analysis;

- collecting and reviewing tourism, recreation, and heritage resource basic and applied research reports;

- identifying and cataloging basic and applied research documents available from other Federal, State, regional, and local sources; private industry; and public and private institutional sources;

- determining which basic and applied research should appropriately be done by USTRA; by other Federal, State, regional, and local government entities; and by private sector organizations;

- developing a basic and applied research program including research priorities, scheduling, budget, and implementation planning appropriate to USTRA;

- encouraging, supporting, and coordinating the development of basic and applied research programs by others; and

- developing a system in conjunction with the Office of Industry Information, for collection, storage, retrieval, and dissemination of basic and applied research documents as well as procedures for referral of requests for research information not available from USTRA.

d. Functions of the Heritage Resources Center

The general function of the Heritage Resource Center would be to direct all programs relating to heritage resource grants, registration of historic and natural heritage resources, historic and architectural assistance and archeological resources. Specific functions would include:

1) Heritage Resource Grants

- administering all heritage resource-related grant programs;
- developing procedures, criteria, guidelines and priorities for fiscal management and administering the matching grants-in-aid program accordingly;
- working in cooperation with State Historic Preservation Officers (appointed by the governors), and recommending apportionment of funds to the States for plans and surveys, and to the States and National Trust for Historic Preservation for project grants;
- monitoring the expenditure of grant funds, reviewing and processing fiscal aspects of project initiation letters, and conducting audits;
- assessing needs for technical information on the preservation and restoration of heritage properties;
- collecting and reviewing available technical information materials related to preservation and restoration of heritage properties;
- identifying technical information materials available from other Federal, State, regional, and local government sources and from public and private institutions and private sector sources;
- identifying, in conjunction with the Office of Industry Information, needs for additional technical information materials;
- determining which needs should appropriately be met by USTRA; by other Federal, State, regional, or local agencies, public and private institutions; and by the private sector;
- developing programs, in conjunction with the Office of Industry Information, including priorities for development, scheduling, budget and implementation planning to generate technical information materials appropriate to USTRA;
- assisting the Office of Industry Information to encourage, support, and coordinate the development of technical information materials on preservation and restoration of heritage properties by others;
- developing, in conjunction with the Office of Industry Information, a system for collection, storage, retrieval, and dissemination of technical information materials as well as procedures for referral of requests for literature and information not available from USTRA;

- advising Federal agencies in the preservation, improvement, and restoration of heritage properties, and in the preservation and protection of natural heritage resources;

- reviewing and evaluating the plans of transferees of surplus Federal property for historic monument and natural heritage purposes; and

- advising preservation grantees on preservation methods, monitoring grant-assisted projects to foster professional standards and techniques, and ensuring compliance with Federal regulations and accountability for apportioned funds.

2) Keeper of the National Registers

- reviewing the heritage resource preservation portion of State Comprehensive Tourism, Recreation, and Heritage Resource Preservation Plans;

- developing and disseminating standards and guidelines for the development of State comprehensive heritage resource plans as part of the overall USTRA planning process;

- providing guidance to communities acting as Federal agencies under the Block Grant Program of the Housing and Community Development Act of 1974;

- maintaining the National Register of Historic Places;

- establishing and maintaining a National Register of Natural Heritage Resources;

- developing a system for storage, retrieval, and dissemination of information contained in the National Registers to other USTRA Centers, other Federal agencies, the States, territories, regional and local government entities, private industry, public and private institutions, and the general public;

- publishing and distributing copies of the National Registers;

- establishing criteria and professional standards for nominations for inclusion in the National Registers;

- assessing the significance of properties and resources nominated by States and Federal agencies;

- determining the eligibility of properties and resources for inclusion in the National Registers at the request of Federal agencies and individuals;

- assisting Federal agencies in the development of internal procedures for implementation of laws pertaining to heritage resource preservation;

- administering appropriate provisions of the Tax Reform Act of 1976; and

- listing in the National Registers historic properties and natural heritage resources as directed by the USTRA Administrator.

3) Historical and Architectural Services

- identifying and preparing factual studies of historic properties and natural heritage resource properties of potential national significance;

- presenting studies of historic properties and natural heritage resource properties for evaluation by two boards of experts;

- coordinating the transfer of the two boards' recommendations to the USTRA Administrator who designates those possessing national significance as National Historic Landmarks or National Natural Heritage Resource Landmarks;

- encouraging and supporting the preservation of landmarks by inviting owners to participate in recognition ceremonies, providing advisory assistance, increasing public awareness of the importance of preserving their historic and natural heritage through USTRA publications;

- identifying and recommending National Historic Landmarks and National Natural Heritage Resource Landmarks for possible future Federal ownership;

- identifying and documenting the design and construction of architecturally or historically important structures;

- providing information and assistance to Federal agencies concerning standards and procedures for recording and documenting historic buildings;

- encouraging public interest and action in the preservation of the historic environment through publications, exhibits and other projects to be carried out in cooperation with State and local governments, preservation groups, educational institutions, historical societies, and private individuals;

- identifying and documenting the engineering and industrial heritage of the U.S.;

- assisting and advising State and local organizations on matters concerning engineering history and industrial archeology; and

- advising Federal agencies on the documentation of Federally-owned engineering and industrial sites.

4) Interagency Archeological Services

- developing policies, standards, and procedures for the professional operation of a nationwide program for salvage of archeological remains, excluding National Park Service areas;

- issuing permits for archeological exploration on Federally-owned or controlled lands, except lands under the jurisdiction of the Department of Agriculture;

- developing and disseminating information on archeological research methods, including archeological salvage techniques (in conjunction with the Office of Technical Assistance);

- assessing Federal agencies' needs for professional archeological services and determining which needs should appropriately be met by USTRA; and

- developing programs, including priorities, schedules, budgets, and implementation plans to deliver professional services to other Federal agencies.

D. Budgetary Implications

Based on 1977 expenditure levels, we have estimated the current total cost to the Federal Government for operating USTS, BOR, and NPS' Office of Archeology and Historic Preservation and the National Visitor Center at approximately $339 million. This figure includes $300 million from the Land and Water Conservation Fund but excludes $259,000 in reimbursable BOR funds. For purposes of estimating the budgetary implications of the recommended reorganization (Option A) and the related shifts in program emphasis, the estimated 1977 costs were escalated by about ten percent to account for inflation between current costs and equivalent 1979 costs, the year chosen for purposes of approximating new costs. The cost of continued operations of existing programs and activities at 1977 levels would therefore be escalated to $343,100,000 in 1979, an increase of $4.1 million.

The proposed budgetary increases recommended are for new programs and shifts in emphasis not offset by reductions in current activities. Annual Federal costs would increase by $1.9 million because of new initiatives in technical assistance, information services, and education ($400,000); expanded printed materials costs related to consumer information programs domestically and internationally, including

materials for USIA dissemination ($250,000); establishment of clearinghouse functions ($100,000); facility costs for establishing and maintaining six new overseas visitor information centers ($300,000); travel, transportation and related expenses for foreign promotion initiatives in new markets, particularly in South America, Southern Europe and Australia ($350,000); and increased research and planning activities in tourism, recreation and historic and natural heritage resource preservation ($500,000).

The most substantial cost increases related to the new Federal initiatives recommended would be in the area of grants, subsidies, and contributions. The estimated $300 million being spent in fiscal year 1977 by BOR for recreational purposes from the Land and Water Conservation Fund should be increased to $750 million and the Fund should be amended to provide $40 million for historic preservation, an increase of approximately $30 million over 1977 levels. The proposed $40 million annual level would cover about one-fourth of the States' needs for matching Federal funds. In addition, the proposed new natural heritage preservation program would require approximately $20 million.[1] Incentive grants to States and others for international tourism promotion should be increased from the current estimated $500,000 to $1 million. Since no direct Federal involvement in domestic tourism promotion is recommended, no grant monies would be needed. The total Federal costs for grants, subsidies and other contributions would increase from approximately $311 million currently to $811 million. The Land and Water Conservation Fund should be amended to cover grants, subsidies, and other contributions for recreation and historic and natural heritage resource preservation ($810 million) and the tourism grants program should continue to be funded by direct appropriations ($1 million). These expanded grant levels would increase annual Federal costs by $500 million.

The total annual Federal costs to cover the operations of the new United States Travel and Recreation Agency would be $845 million. The total increase in cost would be $506 million ($4.1 million for inflation adjustment, $1.9 million for new programs, and $500 million for increased grants). Proposed legislation (S. 327, February 11, 1975) recommended funding from the Land and Water Conservation Fund, of one billion dollars annually for recreation and $150 million annually for historic preservation. By comparison our recommended grant increases are modest and should be considered only as a starting point for discussion during the hearing process that will follow this report. In addition, it should be noted that the $1.9 million increase recommended for new programs, to be funded from general revenues, is equally modest and tentative. The study team feels that this level of funding, which is recommended for 1979 only, would be adequate for 1979 and probably 1980 as well. However, the proposed new tourism/recreation agency should after the first two years of existence have its house in order, program priorities established, and be generally prepared to make specific funding recommendations to the Congress. It is likely that a funding increase of substantially more than the initial 0.6 percent increase recommended here would be justified at that time.

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[1]Secretary of the Interior Andrus recommended to the Presdient in late 1977 the establishment of a National Register of Natural Areas and increased funding for the program through the Land and Water Conservation Fund.

III. United States Travel Bureau: Option B for a Principal Federal Tourism Agency[1]

A. Purpose of the U.S. Travel Bureau (USTB)

The purpose of the U.S. Travel Bureau would be to implement the proposed new national tourism policy and to serve as the principal Federal instrument for promotion, development, planning and research related to tourism. Overall goals would include:

- fostering the sustained and orderly growth of tourism in the U.S.;
- insuring that travel and the travel industry make their optimium contribution to the U.S. prosperity, full employment, and the quality of life in the U.S.; and
- optimizing development of visitor travel from other nations; travel within the U.S. by residents; and awareness amongst residents and non-residents of the U.S. of social, educational and other benefits of the environmentally sound use of natural resources for tourism and historical and cultural heritage of the U.S. for tourism.

B. Organization of the U.S. Travel Bureau

The Board would have five principal organizational elements as shown in Figure 8 :

- an Office of the Deputy Under Secretary;
- a USTB Executive Committee;
- an Office of the Executive Director;
- an Office of Administration; and
- four Centers for program activity.

1. Office of the Deputy Under Secretary - Organization(Staff of 3)

The Deputy Under Secretary would be appointed by the President to serve at his pleasure, by and with the advice and consent of the Senate. The Deputy Under Secretary, aided by an administrative assistant, would serve as chairperson of the USTB Executive Committee and chief executive officer of USTB. The proposed staffing for the Deputy Under Secretary's Office would include the Deputy Under Secretary and an Administrative Assistant.

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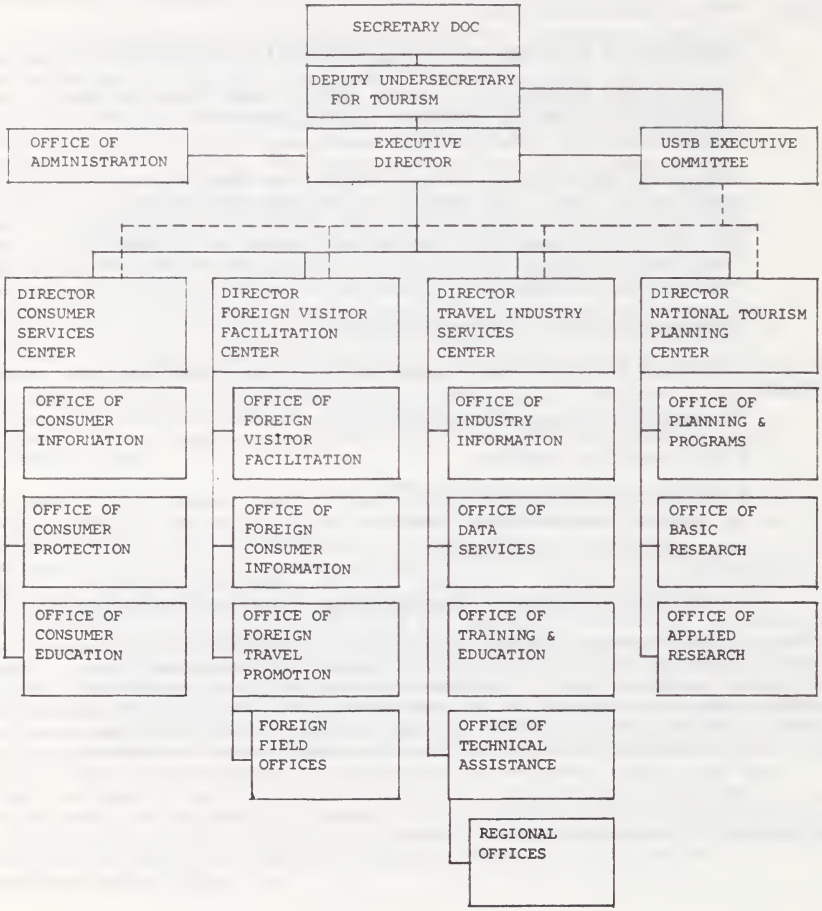
[1]See Appendix E for staffing plans.

Figure 8. UNITED STATES TRAVEL BUREAU (OPTION B)
SUGGESTED ORGANIZATIONAL STRUCTURE



2. USTB Executive Committee - Organization(no permanently assigned staff)

The Executive Committee would assist the Deputy Under Secretary in determining operational policies for achieving USTB objectives; assist in preparing annual program and planning documents for review by the National Travel Policy Council (NTPC), the Intergovernmental Travel Planning Board (ITPB), and the Travel Development Board (TDB); and would coordinate all USTB program activities. The Executive Committee would be made up of the following:

- Deputy Under Secretary;
- Executive Director;
- Director - Consumer Services Center;
- Director - Foreign Visitor Facilitation Center;
- Director - Travel Industry Services Center; and
- Director - National Tourism Planning Center.

3. Office of the Executive Director - Organization (staff of 6)

The Executive Director would be a tourism professional, selected by the Deputy Under Secretary, initially from a list of highly qualified candidates solicited from and recommended by the private sector and State and local government sectors of the tourism industry with confirmation by the Senate. The purpose of creating a position for a professional Executive Director of USTB is to provide future USTB Deputy Under Secretaries with a highly skilled tourism professional who would remain with USTB through shifts in political leadership, thus providing continuity to USTB programs over long periods of time. Professionalizing the Federal involvement in tourism-related activities is a primary goal of the National Tourism Policy Study.

To avoid "locking in" of an ineffectual Executive Director, a procedure for replacement should be established. At any point in time, the National Travel Policy Council (NTPC), the Intergovernmental Travel Planning Board (ITPB), or the Travel Development Board (TDB), could recommend to the Deputy Under Secretary that a reconfirmation proceeding be initiated. This proceeding might include the Senate Committee on Commerce, Science and Transportation initiating hearings to reconfirm the appointed Executive Director. The Deputy Under Secretary could also request a reconfirmation proceeding, provided that the Deputy Under Secretary had non-political grounds for such an action. Should the appointment of a new Executive Director be found by the Senate Committee on Commerce, Science and Transportation to be in the best interest of the Federal invovlement in tourism, the Executive Director would be asked to resign.

Should the need arise for the appointment of a new Executive Director, for whatever reason, the Deputy Under Secretary would select a new Executive Director from a combined list of highly qualified candidates screened and recommended by the ITPB and the TDB. The ITPB and the TDB would each submit a list of five candidates from which the Deputy Under Secretary would select a candidate for Executive Director with confirmation by the Senate.

The Office of the Executive Director would combine responsibilities now vested in a Deputy Assistant Secretary and the USTS Office of Policy Analysis. The Executive Director would serve as Vice-Chairperson on the USTB Executive Committee and would assist the Deputy Under Secretary in providing overall direction of all USTB activities. The proposed staffing for the Office of the Executive Director would include the Executive Director and a Senior Policy Analyst who would also serve as Congressional Liaison.

4. Office of Administration - Organization (staff of 6)

The Director of Administration would have primary responsibility for administrative support of USTB operations at the direction of the Executive Director, including budget development, finanical control, procurement, personnel and space management. Initially, the Director of Administration would:

- develop and distribute to the USTB Executive Committee new procurement procedures and controls;
- revise the performance measurement system for USTB operations to reflect new tourism policy emphasis;
- develop new guidelines for USTB staff travel including tighter controls on staff discretionary agency business travel and recommendations for targeted travel for staff professional development and training;
- develop simplified grant application procedures reducing paper work and processing time to absolute minimums; and
- under the direction of the Executive Director of USTB, would assist in developing guidelines for new operational procedures, teaming arrangements across divisional lines, for project staffing, task force staffing, ad hoc committee staffing and other short term focused assignments to better utilize staff time. (USTB will be too small to operate within a highly structured framework).

The proposed staffing would include the Director of Administration, Senior Budget Analyst and an Administrative Assistant for Personnel.

5. Program Activities Centers - Organization

a. Consumer Services Center(staff of 11)

The Director of Consumer Services would serve on the USTB Executive Committee as part of the USTB management team, serve as a USTB representative on the NTPC Health, Education, and Cultural Affairs Policy Committee, and direct operations of the Consumer Services Center, including the Office of Consumer Information, Office of Consumer Protection, and the Office of Consumer Education. The proposed staffing would include the Director of Consumer Services, Deputy Director, Consumer Information Officer, Consumer Protection Officer and Consumer Education Officer.

b. Foreign Visitor Facilitation Center (staff of 86)

The Director of Foreign Visitor Facilitation would serve on the USTB Executive Committee as part of the USTB management team, serve as a USTB representative on the NTPC Transportation and Facilitation Policy Committee, and direct operations of the Foreign Visitor Facilitation Center, including the Office of Foreign Visitor Facilitation, Office of Foreign Consumer Information, and the Office of Foreign Travel Promotion (including the USTB Foreign Regional Offices). The proposed staffing would include the Director of Foreign Visitor Facilitation Services, Deputy Director, Foreign Visitor Facilitation Officer, Foreign Consumer Information Officer, Foreign Travel Promotion Officer, and six Foreign Regional Office Directors.

c. Travel Industry Services Center (staff of 29)

The Director of Industry Services would serve on the USTB Executive Committee as part of the USTB management team, serve as USTB representative on the NTPC Economic Development Policy Committee, and direct operations of the Industry Services Center, including the Office of Industry Services, Office of Data Services, Office of Training and Education, Office of Technical Assistance, (including the USTB United States Regional Offices). The proposed staffing would include the Director of Industry Services, Deputy Director, Industry Information Officer, Data Services Officer, Training and Education Officer, Technical Assistance Officer and eight Regional Technical Assistance Specialists.

d. National Tourism Planning Center (staff of 12)

The Director of Tourism Planning would serve on the USTB Executive Committee as part of the USTB management team, serve as a USTB representative on the NTPC Energy and Natural Resources Policy Committee, and direct operations of the Planning Center, including the Office of Planning and Programs, Office of Basic Research, and the Office of Applied Research. The proposed staffing would include the Director of Tourism Planning, Deputy Director, Planning Officer, Basic Research Officer, and an Applied Research Officer.

C. Functions of the U.S. Travel Bureau

1. Tourism Related Responsibilities of the Secretary of the Department of Commerce

The Secretary of the Department of Commerce would serve as the principal Cabinet-level officer to direct tourism promotion, development, planning and research in the national interest. Tourism-related responsibilities would include:

- assuming leadership and guidance for U.S. tourism;
- fostering the sustained and orderly growth of tourism in the U.S. and insuring that travel and the travel industry make their optimum contribution to U.S. prosperity, full employment, and the quality of life in the U.S.;
- optimizing development of visitor travel from other nations; travel within the U.S. by residents; and awareness amongst residents and non-residents of the U.S. of the social, educational and other benefits to be derived from the environmentally sound use of tourism resources;
- overall direction of USTB, the principal Federal instrument for promotion, development, planning and research related to tourism;
- serving on the National Travel Policy Council (NTPC) and the Executive Committee of the NTPC to coordinate Federal programs having a potentially major impact on tourism;
- directing USTB to develop a national plan to guide the growth and promotion of tourism in the national interest;
- coordinating tourism-related activities with other DOC activities where such coordination would produce benefits in terms of cost savings, improved efficiency or increased productivity;
- insuring the coordination and utilization of services and facilities of other Federal government departments both domestically and internationally;
- exploring new forms of Federal-State-local collaboration to facilitate the promotion of domestic travel and development of facilities and services to better meet the needs of foreign visitors as well as U.S. residents;
- directing USTB where appropriate, to enter into cooperative agreements with State or local government or regional government entities;

- consulting with and organizing conferences of respresentatives of industry, labor, State, local and regional authorities, and other interested parties; and

- initiating policy oriented rule-making proceedings before transportation regulatory agencies, when such intervention is necessary to implement national tourism goals.

2. Responsibilities of the Office of the Deputy Under Secretary

The Office of the Deputy Under Secretary would provide overall day-to-day direction of Federal Government tourism activities as specified by the Secretary of the Department of Commerce. Specific functions would include:

- assisting the Secretary of the Department of Commerce in determining basic policies for achieving tourism objectives;

- determining operational policies for achieving tourism objectives;

- maintaining relations with the National Travel Policy Council (NTPC) and participating in the Council's Policy Committee activities;

- maintaining relations with the ITPB and participation in ITPB activities;

- maintaining relations with the TDB and participation in TDB activities; and

- representing, at the discretion of the Secretary of Commerce, the U.S. Government at official tourism functions.

3. Functions of the USTB Executive Committee

The Executive Committee would provide all necessary intra-agency coordination and coordination with the NTPC, the ITPB and the TDB. The Executive Committee would be specifically charged with the responsibility of assuring the responsiveness of the USTB Centers to the needs of the private, State and local sectors of the tourism industry. In addition, the Executive Committee would direct the preparation of annual program and planning documents for review by the NTPC, the ITPB and the TDB.

4. Functions of the Office of the Executive Director

The Office of the Executive Director would assist the Deputy Under Secretary to provide overall day-to-day direction of USTB activities. Specific responsibilities would include:

- direction of all USTB staff activities;

- providing staff support to the Deputy Under Secretary in the development, guidance and determination of operational policies for achieving tourism objectives;

- preparing position papers on tourism issues and legislative proposals;

- providing staff support to the Deputy Under Secretary in Congressional relations;

- providing for exchange of information with members of Congress through the Commerce Department's Office of Congressional Affairs;

- providing staff support to the USTB Executive Committee, including activities of USTB representatives on the NTPC and its related policy committees; and

- developing programs to implement USTB policies in such a way as to establish:

  - needs which should be addressed by a programmatic response;

  - activities already undertaken in the particular program area (to avoid duplication);

  - which Federal agencies, State, city, or private industry organizations and groups have undertaken such activities;

  - which entities should appropriately respond to the need for additional programmatic activities;

  - well-thought-out programs to respond to needs on a priority basis;

  - support for having the most appropriate entities undertake programs; and

  - systems for making maximum use of activities undertaken and programmatic results available from others.

5. Functions of the Office of the Administration

The Office of Administration would provide management staff support to the Deputy Under Secretary and the USTB Executive Director. The Office would be responsible for:

- developing and maintaining the USTB administrative management system;

- performing budget formulation and justification functions;
- planning and implementing personnel management and employee development programs;
- administering procurement functions; and
- arranging for the provision of administrative services from the DOC as required.

6. Functions of the Program Activity Centers

a. Functions of the Consumer Services Center

The Consumer Services Center would direct all programs related to consumer information, consumer protection and consumer education. Specific functions would include:

1) Consumer Information Services

- assessing consumer needs for travel information that could be met by a telephone or mail response;
- collecting and reviewing available consumer travel information materials;
- identifying information available from other Federal sources, State, regional and local sources, and private industry sources;
- identifying needs for additional information and informational materials unavailable from existing sources;
- determining which information and informational materials should appropriately be developed by USTB; by other Federal agencies; by State, regional or local government entities; and by private sector organizations;
- developing programs, including priorities, scheduling, and budget, to generate information and/or informational materials appropriate to USTB;
- encouraging supporting and coordinating the development of information and/or informational materials by others; and
- developing a system for collection, storage, retrieval, and dissemination of consumer travel information as well as procedures for referral of requests for information not available from USTB (consumer information clearing house function);

2) Consumer Protection Services

- developing procedures for receiving consumer complaints on all tourism/travel-related matters including redirecting or referring complaints to other Federal agencies, State or local government entities, or private industry as appropriate;
- cataloging all complaints so that the type and extent of consumer problems can be determined; and
- initiating or encouraging appropriate mitigating actions or programs (e.g., public information programs, registration of travel agents, mandatory disclosure clauses in consumer information materials, industry self-regulation programs, etc.).

3) Consumer Education Programs

- assessing consumer needs for educational materials on travel planning, ways to improve travel purchase decisions, off-season travel opportunities, energy-efficient travel, how to reduce constraints to personal travel, and other information useful to consumers;
- collecting and reviewing available consumer travel educational materials;
- identifying educational information available from other Federal sources;
- identifying needs for additional educational materials and/or programs unavailable from existing sources;
- determining which educational needs should appropriately be met by USTB; by other Federal agencies; by State, regional or local government entities; and by private sector organizations;
- developing educational programs to meet the needs of the consumer that are appropriate for USTB to undertake (including priorities for development, scheduling, budget, and implementation planning); and
- encouraging, supporting, and coordinating the development of educational materials and programs by others.

b. Functions of the Foreign Visitor Facilitation Center

The Foreign Visitor Facilitation Center would direct all programs related to foreign visitor facilitation, foreign consumer information and foreign visitor promotion. Specific functions would include:

1) Foreign Visitor Facilitation Program

- assessing foreign visitor needs for port-of-entry facilitation assistance and/or locally available travel information (in the U.S.) that could be met by telephone and/or U.S.-based foreign visitor centers;

- collecting and reviewing available consumer travel information materials, both foreign and domestic;

- identifying information available from other Federal sources; from State, regional and local sources; and from private industry sources;

- identifying needs for additional information and informational materials unavailable from existing sources;

- determining which information and informational materials should appropriately be developed by USTB; by other Federal agencies; by State, regional or local government entities; and by private sector organizations; and

- developing and/or encouraging, supporting, coordinating and participating in the development of U.S.-based foreign visitor centers and generation of information and/or informational materials to be distributed by USTB or others, including priorities for sequencing, scheduling, budget and implementation planning appropriate to USTB.

2) Foreign Consumer Information Programs

- assessing foreign consumer needs for travel information that could be met by telephone or mail response and on-site visitor center staffs in each primary and secondary tourism market;

- collecting and reviewing available consumer travel information materials, both foreign and domestic;

- identifying information available from other Federal sources; from State, regional and local sources; and from private industry sources;

- identifying needs for additional information and informational materials unavailable from existing sources;

- determining which information and informational materials should appropriately be developed by USTB; by other Federal agencies, by State, regional or local government entities; and private sector organizations;

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- developing programs to create on-site foreign visitor centers and to generate information and/or informational materials to be distributed by USTB or others, including priorities for sequencing, scheduling, budget, and implementation planning appropriate to USTB;

- encouraging, supporting and coordinating the development of information and/or informational materials by others; and

- developing a system for collection, storage, retrieval and dissemination of foreign consumer travel information as well as procedures for referral of requests for information not available from USTB (foreign visitor information clearing house function).

3) Foreign Travel Promotion Program

- assessing needs for visitor promotion activities including international convention and exhibition promotion;

- collecting and reviewing available marketing plans, promotion programs, and promotional materials currently being used by USTS;

- collecting and reviewing available marketing plans, promotion programs, and promotional materials from other Federal sources; State, regional and local sources; private industry sources; and foreign tourism organizations;

- identifying primary and secondary foreign tourism markets and need for new or additional tourism promotion activities;

- determining which foreign tourism promotion activities for each primary and secondary foreign tourism market should appropriately be engaged in by USTB; other Federal agencies; and by State, regional, or local government;

- developing marketing plans and promotion programs, including priorities, scheduling, budget, and implementation planning that are appropriate to USTB;

- developing associations with the country travel trade for promotional programming and establishing a visitor center in each primary foreign market country to serve the public; and

- encouraging, supporting, coordinating, and participating in the development and implementation of marketing plans and foreign tourism promotion programs by others.

c. Functions of the Travel Industry Service Center

The Travel Industry Service Center would direct all programs related to industry information, industry data services, industry training and

education, and industry technical assistance. Specific functions would include:

1) Industry Information Services

- assessing industry needs for professional tourism literature and information that could be met by mail or telephone response;
- collecting and reviewing available professional tourism literature;
- identifying professional tourism literature available from other Federal sources; State, regional and local sources; and private industry sources;
- identifying needs for additional professional tourism literature and information unavailable from existing sources;
- determining which needs should appropriately be met by USTB; by other Federal agencies; by State, regional or local government entities; and by the private sector;
- developing programs, including priorities for development, scheduling, budget and implementation planning to gererate professional tourism literature and information appropriate to USTS;
- encouraging, supporting and coordinating the development of professional tourism literature and information by others; and
- developing a system for collection, storage, retrieval and dissemination of professional tourism literature and information as well as procedures for referral of requests for literature and information not available from USTB (industry information clearing house function).

2) Industry Data Services

- assessing industry tourism and travel data needs that could be met by mail or telephone response;
- collecting and reviewing available tourism and travel data;
- identifying tourism and travel data available from other Federal sources; State, regional and local sources; and private industry sources;
- identifying needs for additional tourism and travel data unavailable from existing sources;
- determining which data needs should appropriately be met by USTB; by other Federal agencies; by State, regional or local government entities; and by the private sector;

- developing data collection programs, including priorities for data generation, scheduling, budget and data collection planning to generate needed data appropriate to USTB;

- encouraging, supporting and developing guidelines for programs to generate needed tourism and travel data by others; and

- developing a system for collection, storage, retrieval and dissemination of tourism and travel data as well as procedures for referral of requests for data not available from USTB.

3) Training and Education Programs

- assessing needs for tourism industry employee training and education;

- surveying existing training and education programs available through all sources;

- identifying existing programs available through other Federal sources; State, regional, and local sources; private industry sources and public and private institutional sources;

- identifying needs for additional industry employee training and education programs including needs for vocational skill development, performance incentive programs, curriculum development and training and educational materials;

- determining which training and educational needs should appropriately be met by USTB; by other Federal agencies; by State, regional or local government entities; by private sector organizations; and by public and private institutions;

- developing training and educational programs, materials, and curriculum, that are appropriate to USTB, to meet the needs of tourism industry employees, (including priorities for development, scheduling, budget, and implementation planning); and

- encouraging, supporting, coordinating and guiding the development of training and educational programs, materials and curriculum by others.

4) Technical Assistance Programs

- assessing the needs of industry for direct technical assistance in the form of professional literature and advisory services related to the latest and most effective business operation techniques, management practices, and marketing strategies (principally to aid small businesses); the needs of States and localities for financial support in developing such literature

and advisory services on a State or local level; the needs of the industry for non-regulatory standards and guidelines for tourism facilities, tourism services, tourism informational materials and travel informational signage; industry needs for research techniques and standardized definitions and data displays; industry needs for product development guidance; and the need for USTB initiatives in media relations, media education (familiarization), and the generation of media information;

- collecting and reviewing available technical assistance literature;
- identifying technical assistance available from other Federal sources; State, regional, and local sources; and private industry sources; and identifying financial support for State and local technical assistance programs available from other Federal sources;
- identifying needs for additional technical assistance and financial support unavailable from existing sources;
- determining which technical assistance and financial support needs should appropriately be met by USTB; other Federal agencies; State, regional or local government entities; and the private sector;
- developing programs, including priorities, scheduling, budget and implementation planning to deliver technical assistance appropriate to USTB: and
- encouraging, supporting, coordinating, and guiding the development of technical assistance literature and delivery systems by others.

d. Functions of the National Tourism Planning Center

The National Tourism Planning Center would direct all programs related to tourism planning, basic research related to tourism, and applied tourism research. Specific functions would include:

1) Planning Program

- in cooperation with the Bureau of Outdoor Recreation, assessing national tourism and outdoor recreation needs including procedures for updating the needs assessment annually;
- developing broad goals, objectives, policies and program guidelines to help direct land and water resource allocation and program emphasis of States; working closely with BOR and building on BOR's State Outdoor Recreation planning process (SCORP Program);

- developing technical assistance programs to provide guidance to States for the development of State plans that include tourism considerations in addition to outdoor recreation considerations;

- developing planning support materials to facilitate State tourism planning including tourism facilities capacity standards, planning process procedures, planning data, etc.;

- coordinating with and encouraging other Federal agencies to support the State planning process; and

- developing an annual up-date of a national tourism plan which aggregates the State plans and Federal programs into cohesive broad national plans which address national needs, contingencies, and policies for tourism development.

2) Basic Research

- assessing needs for basic research to expand knowledge of the linkages between tourism and physical and mental health ; and needs for research on traveler motivation and behavior, constraints to travel, economic impact of tourism, environmental and energy impacts of tourism, tourist product and service needs, and effective program evaluation techniques;

- collecting and reviewing available tourism-related basic research reports;

- identifying and cataloging basic research documents available from other Federal sources; State, regional, and local sources; private industry sources; and public and private institution sources;

- identifying needs for additional basic research unavailable from existing sources;

- determining which basic research should appropriately be done by USTB; by other Federal agencies; by State, regional or local government entities and by private sector organizations;

- developing a basic research program including research priorities, scheduling, budget, and implementation planning appropriate to USTB;

- encouraging, supporting, and coordinating the development of basic research programs by others; and

- developing a system for collection, storage, retrieval and dissemination of basic research documents not available from USTB.

3) Applied Research

- assessing needs for applied research to develop survey guidelines and definitions; and needs for market analyses, travel participation and demand surveys, feasibility studies, supply inventories, product development, and program impact effectiveness analyses;

- collecting and reviewing available tourism-related applied research reports;

- identifying and cataloging applied research documents available from other Federal sources; State, regional, and local sources; private industry sources; and public and private institution sources;

- identifying needs for additional applied research unavailable from existing sources;

- determining which basic research should appropriately be done by USTB; by other Federal agencies; by State, regional or local government entities; and by private sector organizations;

- developing an applied research program, including research priorities, scheduling, budget and implementation planning appropriate to USTB;

- encouraging, supporting, and coordinating the development of applied research programs by others; and

- developing a system for collection, storage, retrieval and dissemination of applied research documents as well as procedures for referral of requests for research documents not available from USTB.

D. Budgetary Implications

We have estimated on the basis of fiscal year 1977 expenditure levels the current cost to the Federal Government for operating USTS at approximately $12.2 million. In estimating the budgetary implications of the proposed Option B reorganization and related shifts in program emphasis, we escalated the 1977 fiscal year costs by about 10 percent to account for inflation between current costs and equivalent fiscal year 1979 costs, the year chosen for purposes of approximating new costs.

Under Option B, expansion in programmatic activity would add an estimated $1.35 million to total annual costs. This would include new initiatives in technical assistance, information services, and education ($200,000); expanded printed materials costs related to consumer information programs domestically and internationally, including materials for USIA dissemination

($200,000); establishment of clearinghouse functions ($100,000); facility costs for establishing and maintaining six new overseas visitor information centers ($300,000); travel, transportation and related expenses for foreign promotion initiatives in new markets, particularly South America, Southern Europe and Australia ($350,000); and increased research and planning activities in tourism ($200,000).

Overall, the cost of operations, including inflationary adjustments, an approximate 24 percent increase in staff, new programs, and proposed shifts in program emphasis not off-set by reductions in current activities would add a total annual cost to the Government of $4,650,000. In addition, incentive grants to States and others for international tourism promotion should be increased from the current estimated $500,000 to $1 million. The total annual budget for the proposed U.S. Travel Bureau (Option B) would be approximately $17.5 million with about $1.6 million of that amount attributable to inflationary increases in the fiscal year 1979 budget over the fiscal year 1977 budget.

CHAPTER VI

DETAILED ALTERNATIVES FOR A FEDERAL INTERAGENCY TOURISM AND RECREATION COORDINATING BODY

I. Introduction

In Chapter VI we discuss in detail two recommended alternatives for a Federal interagency tourism and recreation coordinating body, the National Travel and Recreation Policy Council (NTRPC), Alternatives 1 and 2. The discussion of these two alternative organizational arrangements relates specifically to a Federal tourism and recreation agency as described under Option A (the U.S. Travel and Recreation Agency). If Congress should select Option B (the U.S. Travel Bureau), some variation to each of the alternatives would be required, as indicated in the final section of this chapter.

Creating an interagency coordinating body is likely to be the single most important action the Congress can take to bring cohesion to Federal efforts in tourism. While the proposed Policy Council represents an amalgamation of the most important structural elements that have proved successful for other national governments, the concepts presented should be throughly tested for flaws during the Congressional hearing process that will follow this study. Much improvement in the conceptual framework has already occurred through the Progress Report/Working Paper on the National Tourism Policy Study (Arthur D. Little, Inc., November 1, 1977) reviewed and commented on by a wide range of public and private sector participants in the study. Further strengthening and refinement of the Policy Council will not only serve Federal tourism and recreation interests better, it will insure that other national non-tourism interests are better served by Federal activities.

The purposes of the Policy Council would be the same under both alternatives. The Policy Council would be charged with monitoring Federal agencies' compliance with national tourism and recreation policy and coordination of the policy's interpretation with other national interests. The Council would limit its activities to issues with national policy significance and its coordination responsibilities to policies, programs, or issues which relate to tourism, recreation, or national heritage resources and which involve two or more Federal agencies.

The principal difference between the two alternatives is the level of departmental representation on the Council. Alternative 1 would involve participation by the Secretaries and other executive heads of Federal agencies and departments, while Alternative 2 would not involve departmental-level chief executives.

II. National Travel and Recreation Policy Council: Alternative 1

A. Organization of the Policy Council Under Alternative 1

The Policy Council would have three principal organizational elements as shown in Figure 9:

- a Council;
- four Policy Committees; and
- a staff.

The Council itself would be made up of representative heads of Federal departments either with ongoing interests in tourism and recreation or with programs which have significant impacts on tourism and recreation. The Council itself would have an executive committee consisting of the Council Chairperson, the Council Vice-Chairperson, and representative heads of the key Federal departments with ongoing interests in tourism and recreation.

1. Organization of the Council

The Council Chairperson would be appointed by the President from among his domestic and international economic advisors.

The Chairperson's term of office would run for the duration of the President's term of office. The Vice-Chairperson of the Council would initially be the Secretary of Commerce. The Secretary of the Interior would become Vice-Chairperson following a two-year term by the Secretary of Commerce. Subsequently, each second year, the Secretary of Commerce or the Secretary of the Interior would assume the office of Vice-Chairperson for a new two-year term. The Presidentially-appointed Chairperson and the rotating Vice-Chairpersonship would avoid the Council becoming a captive of a single agency and would encourage each Secretary to take a more direct interest in tourism, recreation and heritage resource management.

In addition to the Secretaries of Commerce and Interior or their designated alternates, the Council membership would include:

- the Secretaries or their designated alternates of:

  -the Department of Transportation;

  -the Department of State;

  -the Department of Agriculture;

-the Department of Labor;

-the Department of Treasury;

-the Department of Health, Education and Welfare;

-the Department of Energy;

-the Department of Defense;

-the Department of Housing and Urban Development;

- the U.S. Attorney General or his or her designated alternate;
- the Chairpersons or their designated alternates of:

  -the Civil Aeronautics Board;

  -the Interstate Commerce Commission;

  -the Federal Trade Commission; and

- the Administrators, or their designated alternates of:

  -the U.S. Information Agency (or its successor agency);

  -the Environmental Protection Agency; and

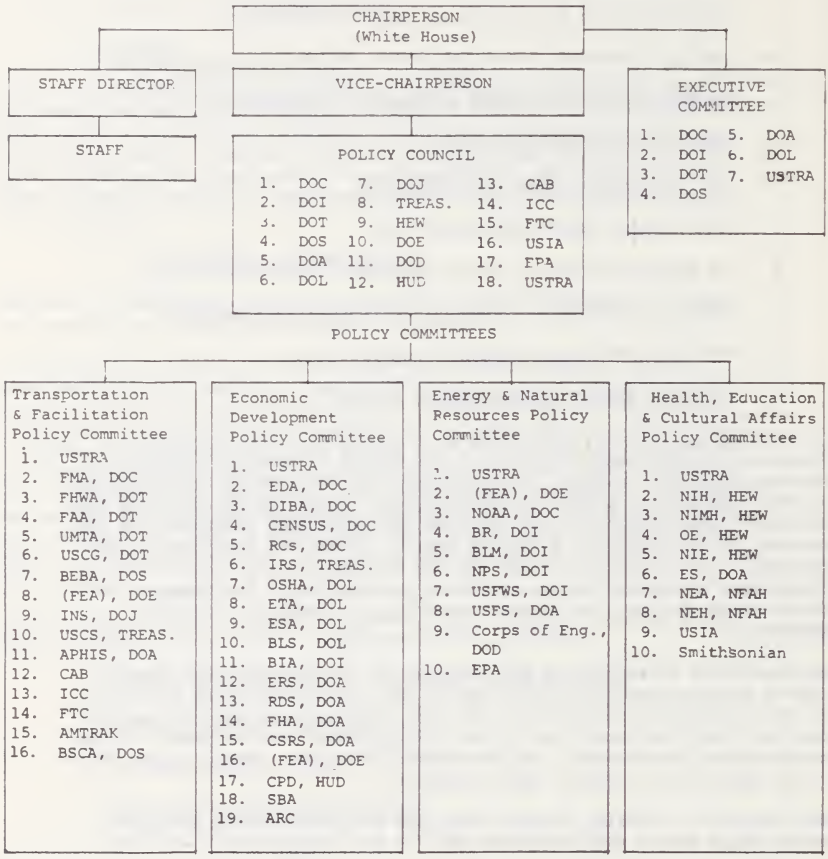
  -the U.S. Travel and Recreation Agency.

The Secretaries designated to serve on the Council could designate an alternate to serve when the Secretary is unable to carry out Council responsibilities. However, the designated alternate would be authorized to make decisions on behalf of the Secretary, would not be below the rank of Deputy Under Secretary, and would be the designated alternate for the duration of the Secretary's term of office. Since the accumulation of knowledge of policies and issues through participation in Council activities will be crucial to the efficient functioning of the Council, decision-making by the Council must remain in the hands of a constant membership.

The designated alternates of the Secretaries, Chairpersons and Administrators of organizations represented on the Council would, in all cases, be the designated alternates for the terms of the principal representatives and would be authorized to act and make decisions on behalf of the organizations represented. The designated alternates should not be below a rank equivalent to Deputy Under Secretary.

The creation of a Policy Council comprised of Cabinet-level decision-makers would insure that decisions made at the Council level would be

Figure 9. NATIONAL TRAVEL AND RECREATION POLICY COUNCIL (OPTION A)
Suggested Organizational Structure
(Alternative 1)



See Appendix F for Federal agency names

implemented by the agencies involved. If the Congress is willing to put the full weight of its commitment to effective interagency coordination into the creation of the Council, the Council members would of necessity use their political influence to support the national interests in tourism. The importance of creating an effective interagency coordinating mechanism cannot be overemphasized. At least half of the twenty-five top ranked tourism and travel needs identified by the tourism industry during the ascertainment phase of this study can be met by effective interagency coordination and greater responsiveness to tourism needs.

2. Organization of the Executive Committee

The Executive Committee would be comprised of the Council Chairperson, the Council Vice-Chairperson, the Administrator of USTRA, and the Secretaries of the Departments listed below:

- the Department of Commerce (when not serving as Council Vice-Chairperson);
- the Department of the Interior (when not serving as Council Vice-Chairperson);
- the Department of Transportation;
- the Department of State;
- the Department of Agriculture; and
- the Department of Labor.

3. Organization of the Policy Committees

The Policy Committees would be organized around functional areas. Membership would be made up of agency heads or designated alternates of the member agency heads for terms concurrent with their terms in their respective agencies. The designated alternates of agency heads would in all cases, be the designated alternate for the term of the agency head. Designated alternates would be authorized to act and make decisions on behalf of the agency represented. The proposed policy committees would be as follows:

- Transportation and Facilitation Policy Committee;
- Economic Development Policy Committee;
- Energy and Natural Resources Policy Committee; and
- Health, Education, and Cultural Affairs Policy Committee.[1]

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[1] For suggested member agencies for each policy committee see Appendix F.

Each Committee Chairperson would be appointed for a two-year term by the Council Chairperson. The committees would, at the direction of the Council, review and comment on various annual program and planning documents appropriate to the committees' functional responsibilities and agency representation. The committees would also initiate their own agenda topics and handle issues and problems referred to the committees by the tourism and recreation industry and heritage resource preservation groups through the Council. In principle, a committee would be able to negotiate solutions to problems requiring the cooperation and/or coordination of two or more member agencies of the Committee with leadership from and final resolution by the high-ranking decision-makers on the Council. In addition to the permanent Policy Committees, the Chairperson would establish ad hoc "issue" sub-committees, as needed, to deal with important issues that might be resolved within a relatively short period of time or to deal with ongoing, persistent, highly-focused issues (e.g., energy allocation for tourism and recreation, international trade deficits, certain Federal tax policies, new Ports-of-Entry to the U.S., bilateral air transportation agreements, etc.).

4. Organization of the Council Staff

The Council staff would initially consist of fifteen individuals with a staff director hired by the Executive Committee. The staff director would hire, with Executive Committee approval, four policy analysts. In addition, ten staff members from the Bureau of Outdoor Recreation's Division of Federal Programs with current coordinating responsibilities similar to those functions now assigned to the Policy Council would be transferred to the Policy Council. (See Appendix C for staffing plan.)

Since it is important to have a staff responsive to the Council and independent of any individual agency, the Council should have its own budget authorized by the Congress. The size of the staff should remain small, and staff functions should be limited to necessary support activities for the Council and top-priority substantive research and coordination activities. All other activities appropriate for Council involvement should be referred to the Policy Committees or to line agencies. Estimated annual costs for staff compensation and benefits, rent, travel, printing, and other operating expenses would be approximately $471,000. During the initial few years of the Council's existence, the pressures on staff activities will be greater than thereafter. Therefore, the Council may require supplemental staff assistance which could be supplied by outside consultants, universities, or through private industry commitees. Some additional funding (approximately $500,000 over three years) would be required for the first two to three years for these activities.

B. Functions of the Policy Council Under Alternative 1

1. Functions of the Council

The Policy Council would limit its activities to national policy issues

related to or impacting on tourism, recreation or national heritage resource preservation. The Council would also have coordination responsibility for policies, programs, or issues that relate to tourism, recreation or national heritage resources and involve two or more Federal agencies.

The Council would meet quarterly, at a minimum, and more frequently as required, to provide overall direction for Council activities and to resolve issues before the Council. Specific functions would include:

- direction of staff activities, such as the study of appropriate issues, preparation of reports, etc.;
- approval/disapproval of USTRA and/or Council staff recommendations, reports, etc.;
- coordination of efforts of member agencies;
- development of areas of cooperative program activity;
- resolution of interagency program/policy conflicts;
- referral of problems to Policy Committees for study, recommendations and/or resolution; and
- reporting to the Congress annually on Council activities.

2. Functions of the Policy Committees

The Council may direct one or more Policy Committees to review appropriate annual program and planning documents or portions of these documents and prepare comments and recommendations for the Council. These review and comment activities would include documents prepared by the U.S. Travel and Recreation Agency, U.S. Information Agency, National Park Service, U.S. Forest Service, the Department of Transportation and others at the discretion of the Council. The Committees would meet quarterly, at a minimum, and as required and directed by the Council or the Committees' Chairpersons. Functions would include:

- study of issues referred to Committee;
- preparation of recommendations for the Council;
- resolution of interagency program/policy conflicts and elimination of duplication as appropriate to Committee functional areas and membership;
- coordination of efforts of Committee member agencies;
- development of areas of cooperative program activity at the subagency level; and

- reporting to the Council at quarterly meetings of the Council on disposition of issues brought before the Committees and on recommendations of issues appropriate for Council or Council Staff consideration.

3. Functions of the Council Staff

a. Annual Program Reviews

The staff, at the direction of the Council, would review appropriate annual program and planning documents prepared by such agencies as those listed below:

- U.S. Travel and Recreation Agency;
- U.S. Information Agency (or its successor agency);
- National Park Service;
- U.S. Forest Service;
- U.S. Department of Transportation;and
- other agencies whose activities the Council may determine have broad and significant potential implications for national tourism and recreation policy, or affect national heritage resource preservation activities.

The functions of the staff review would include:

- determining if the agencies under review have considered the implications of their programs and plans on national tourism, recreation and heritage resource policy;
- determining if national tourism, recreation and heritage resource policy has been accorded an appropriate priority by these agencies in their programs and plans;
- determining if tourism and recreation programs and plans reflect appropriate priorities of other agencies;
- identifying potential program conflicts that might be resolved by council negotiations;
- identifying areas of overlap and/or duplication that are potentially wasteful or inefficient;
- identifying tourism-related programs and plans in two or more agencies that might be improved by interagency coordination; and

- identifying tourism-related programs and plans that might be strengthened through a cooperative concentration of Federal efforts.

The staff would prepare briefing papers outlining their findings and recommendations for the Council.

b. Monitoring

The staff would monitor new legislative proposals and proposed new administrative actions, principally of regulatory agencies (e.g., the Federal Energy Administration or its successor agency, the Civil Aeronautics Board, the Interstate Commerce Commission, etc.) in order to:

- identify areas of potential conflict with national tourism recreation, and heritage resource policy;
- identify proposals that may have a negative impact on tourism, recreation or heritage resources and determine the nature and approximate magnitude of the potential impacts; and
- identify tourism-related proposals that potentially overlap and/or duplicate existing activities.

The staff would prepare briefing papers outlining their findings and recommendations for the Council. The Staff Director would report to the Chairperson of the Council any matters appropriate for Council consideration that may require action prior to the next scheduled Council Executive Committee meeting.

c. Feasibility Analyses

The staff, at the direction of the Council, would assess the feasibility of new procedures and/or mechanisms to deal with specific tourism and recreation industry problems that relate to interagency conflicts, duplication of effort, or negative impacts of Federal activities on the industry. For example, on a one-year-test basis, the staff, supplemented with staff temporarily assigned from USTRA to the Policy Council, would monitor draft Environmental Impact Statements (EIS) of projects likely to have a significant impact on tourism or recreation. The staff would review selected EISs to determine only if the EIS socio-economic analyses considered adquately impacts on tourism and recreation. Following the test period, the staff would assess the need for Council or USTRA intervention in the EIS review process on an ongoing basis and recommend action by the Council. The staff would carry out similar activities in relation to recreation and national heritage resource preservation. Currently, these responsibilities are, in part, held by BOR. Should the Policy Council find, after the test period, that these responsibilities should remain with the Council, the permanent assignment would made at that time.

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d. Annual Report to the Congress

The staff would prepare the Council's annual report to the Congress. The purpose of this report would be to facilitate meaningful Congressional oversight of the Council. The report would cover generally:

- issues brought before the Council;
- resolution of issues by the Council;
- unresolved issues pending;
- evaluation of Council activities; and
- proposed Council activities for the next year.

e. Support Activities

In addition to the analysis, briefing and recommendation activities described above, the staff would prepare Council meeting agendas and handle other support activities for the Council.

C. Timing of Organizational Efforts Under Alternative 1

The following timetable is recommended for organizing the National Travel and Recreation Policy Council:

- Congress creates National Travel and Recreation Policy Council;
- the President appoints the policy Council Chairperson by the end of month three;
- designated member agency heads appoint alternates to serve in their absence by the end of month three;
- the Council Chairperson appoints the Policy Committees'; Chairpersons by the end of month four;
- the Council Executive Committee hires a staff director by the end of month six;
- the staff director, with Executive Committee approval, hires four policy analysts and assumes responsibility for BOR staff assigned to the Policy Council by the end of month nine;
- the staff director establishes procedures for acquiring supplemental staff assistance by the end of month nine;
- the staff reviews program and planning documents of selected Federal agencies at the direction of the Council, by the end of month twelve;

- the Executive Committee defines a second-year coordination and activities agenda, and the Chairperson assigns Policy Committee responsibilities for the second year by the end of month twelve; and

- the staff prepares the first Policy Council annual report, and the Council submits the report to Congress by the end of month twelve.

III. National Travel and Recreation Policy Council: Alternative 2

A. Organization of the Policy Council Under Alternative 2

The National Travel and Recreation Policy Council under Alternative 2 would have three principal elements: (1) a Council, (2) four Policy Committees, and (3) a staff as shown in Figure 10.

Alternative 2 for the Council differs from Alternative 1 for the Council in three principal respects:

- Alternative 2 does not involve departmental-level chief executives;

- the Council itself would be structured differently and would lack an executive committee; and

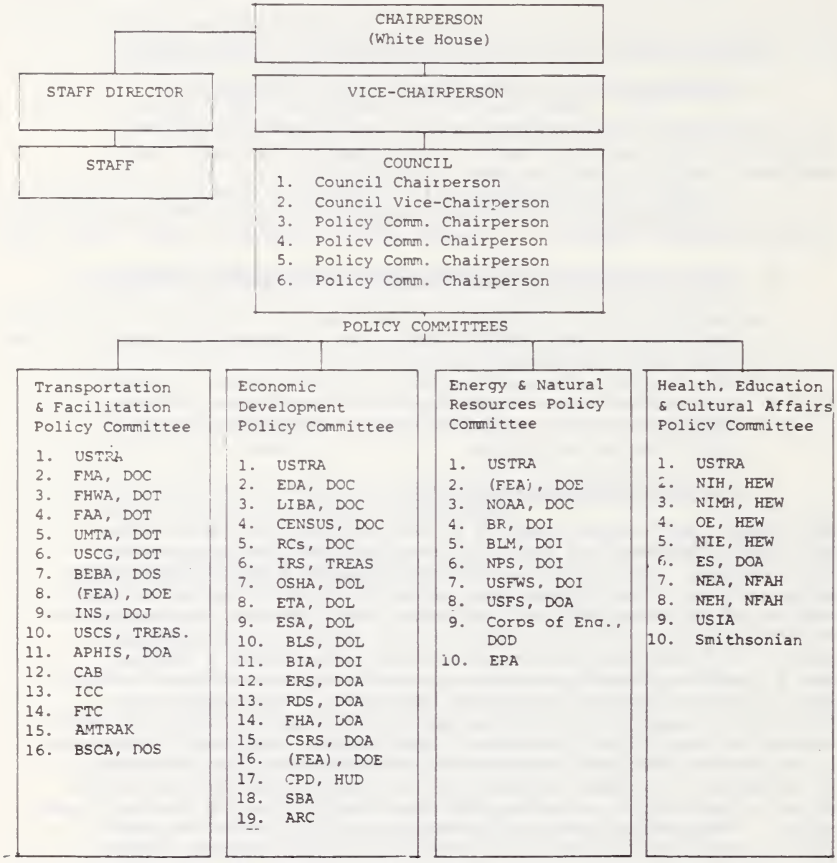
- the proposed Council staff would work directly for the Policy Committees as well as for the Council and would include one additional policy analyst.

1. Organization of the Council

The Council itself would be made up of the Chairpersons of each of the four Policy Committees and the Chairperson and Vice-Chairperson of the Policy Council. The Chairperson would be appointed by the President from among his domestic and international economic advisors to serve for the duration of the President's term of office. The permanent Vice-Chairperson would be the chief executive officer of the principal Federal tourism agency. Each Committee Chairperson would be appointed for a two-year term by the Council Chairperson from among the agency or bureau heads or their alternates making up the Policy Committees. The creation of a Policy Council comprised of decision-makers at the agency head level, while lacking the clout of the departmental-level council described in Alternative 1, would insure that decisions made by the Council would be implemented by the agencies involved. Nonetheless, the Council could be a strong and effective coordinating mechanism with appropriate leadership from the Chairperson. The deliberations of this Council are likely to be more parochial in character than the Council described in Alternative 1 and the Chairperson will therefore need to exercise the authority of the Chair

Figure 10 NATIONAL TRAVEL AND RECREATION POLICY COUNCIL (OPTION A)

SUGGESTED ORGANIZATIONAL STRUCTURE
(Alternative 2)



See Appendix F for Federal agency names

to insure a broad national perspective in Council decision-making.

2. Organization of the Policy Committees

The Policy Committees would be organized around functional areas and membership would be made up of agency heads or the designated alternates of the member agency heads. The desiganted alternates of agency heads would in all cases be the alternate for the term of the agency head and would be authorized to act and make decisions on behalf of the agency represented. Following is a list of the proposed Policy Committees:

- Transportation and Facilitation Policy Committee;
- Economic Development Policy Committee;
- Energy and Natural Resources Policy Committee; and
- Health, Education, and Cultural Affairs Policy Committee.[1]

The Committees would, at the direction of the Council, review and comment on various annual program and planning documents appropriate to the committees' functional responsibilities and agency representation. The committees would also initiate their own agenda topics and handle tourism/recreation related issues and problems referred to the committees by the tourism and recreation industry through the Council. In principle, a committee would be able to negotiate solutions to problems requiring the cooperation and/or coordination of two or more member agencies of the committee with leadership from the decision-makers on the Council.

In addition to the permanent Policy Committees, the Chairperson would establish ad hoc "issue" sub-committees, as needed, to deal with important issues that might be resolved within a relatively short period of time or deal with ongoing persistent, highly focused issues (e.g., allocation of energy for tourism and recreation, international trade deficits, certain Federal tax policies, new Ports-of-Entry to the U.S., bilateral air transportation agreements, etc.)

3. Organization of the Council Staff

The Council staff would initially consist of seven individuals, including a Staff Director hired by the Council. The Staff Director would hire, with Council approval, five policy analysts and a secretary. In addition, ten staff members from the Bureau of Outdoor Recreation's Division of Federal Programs with current coordinating responsibilities similiar to those functions assigned to the Policy Council would be transferred to the Policy Council.

The staff under Alternative 2 would have one more policy analyst than the four policy analysts assigned to the staff under Alternative 1 because staff policy analysts under Alternative 2 would be expected to

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[1]For suggested member agencies for each policy committee see Appendix F.

provide greater direct staff support to the Policy Committees and their Chairpersons. One policy analyst would be assigned to each Policy Committee to provide staff support. This would leave a fifth policy analyst to work exclusively with Council members and the Staff Director on Council-wide problems, matters and issues.

Since it is important to have a staff responsive to the Council and its Policy Committees and independent of any individual agency, the Council should have its own budget authorized by the Congress. The size of the staff should remain small, and the staff functions should be limited to necessary support activities for the Council and the Policy Committees and top priority substantive research activities of the Council. Most activities appropriate for Council involvement should be referred to the Policy Committees or individual line agencies. Estimated annual costs for for staff compensation and benefits, rent, travel, printing, and other operating expenses would be approximately $502,400.

During the initial few years of the Council's existence, the pressures on staff activities will be greater than thereafter. Therefore, the Council may require supplemental staff assistance which could be supplied by outside consultants from private industry or universities, or through private sector tourism and recreation committees. Some additional funding would be required for the first two or three years for these activities.

B. Functions of the Policy Council Under Alternative 2

The functions of the National Travel and Recreation Policy Council under Alternative 2 would be the same as the functions under Alternative 1 (see pages VI-6,-7,-8,-9, and -10).

C. Timing of Organizational Efforts Under Alternative 2

The recommended timetable for organizing the National Travel and Recreation Policy Council under Alternative 2 differs from that recommended under Alternative 1 only to the extent that some differences exist in the organizational arrangements to be implemented. The following timetable is recommended:

- Congress creates the National Travel and Recreation Policy Council;
- the President appoints the Policy Council Chairperson by the end of the month three;
- designated member agency heads appoint alternates to serve in their absence by the end of month three;
- the Council Chairperson appoints the Policy Committees' Chairpersons by the end of month four;
- the Council hires a staff director by the end of month six;

- the staff director, with Council approval, hires five policy analysts and assumes responsibility for BOR staff assigned to the Policy Council by the end of month nine;

- the staff director establishes procedures for acquiring supplemental staff assistance by the end of month nine;

- the staff reviews program and planning documents of selected Federal agencies, at the direction of the Council, by the end of month twelve;

- the Council defines a second-year coordination and activities agenda, and the Chairperson assigns Policy Committee responsibilities for the second year by the end of month twelve; and

- the staff prepares the first Policy Council annual report and the Council submits the report to Congress by the end of month twelve.

IV. National Travel Policy Council: Policy Council Variations Related to Option B for a Principal Federal Tourism Agency

If the Congress elects to restructure Federal tourism-related activities along the lines discussed under Option B, "creation of new and expanded tourism functions within the shell of USTS", a number of variations in Alternative 1 and Alternative 2 for the Policy Council would be necessary. These variations would be minor in character, focusing on organizational name changes and references and to some extent, activity emphasis. Membership in the Policy Committees would be altered only slightly, with inclusion of the Bureau of Outdoor Recreation and the National Park Service on some additional Policy Committees.

The variations would include:

- the name of the Policy Council would be "National Travel Policy Council";

- the purposes of the Policy Council would be more narrowly defined to tourism (as opposed to tourism, recreation, and national heritage resources), but would otherwise be similar to those purposes described on page VI-1 for the National Travel and Recreation Policy Council;

- the Bureau of Outdoor Recreation, or its successor agency, would become a member of the Economic Development Policy Committee and the Energy and Natural Resources Policy Committee;

- the National Park Service would become a member of the Health, Education, and Cultural Affairs Policy Committee, principally

to coordinate national heritage resource policies and programs; and

- the Council would review annual program and planning documents prepared by the Bureau of Outdoor Recreation or its successor agency.

CHAPTER VII

DETAILED ALTERNATIVES FOR A FEDERAL/STATE/LOCAL TOURISM AND RECREATION COORDINATING BODY

I. Introduction

In this chapter we provide detailed discussion of the two recommended alternatives for a Federal/State/local tourism and recreation coordinating body, the Intergovernmental Travel and Recreation Planning Board (ITRPB). The discussion relates specifically to coordinating arrangements to accompany creation of the U.S. Travel and Recreation Agency (Option A for a principal Federal tourism agency.) If Congress should choose to mandate the U.S. Travel Bureau (Option B), then some variation in each of the alternatives would be required, as described in the final section of this chapter.

The proposed organizational framework is an attempt to create a workable forum for effective coordination between State and local public sector interests in travel and recreation and Federal Government interests.

Past efforts by USTS and the Discover America Travel Organizations have fallen far short of expectations. Creating a successful coordinating mechanism that will function well in terms of regional balance and national interests is expected to be difficult at best. However, Alternative 1 below attempts to set out a framework that permits regional activities that can mesh highly unique localized interests with broad national interests. It also establishes a highly representative national body with potentially significant input to Federal policy formulation.

The difficult organization building period is expected to take about two years and would initially merge public sector tourism and recreation interests into a network of regional organizations and a national body representing the regional interests.

For the first two years the ITRPB organizational framework would not include State Historic Preservation Officers other than on a voluntary unofficial basis. Heritage preservation interests would eventually be phased into the organizational framework of ITRPB, starting in year three. There is currently important momentum in historic preservation and a growing interest in heritage resources generally that unfortunately does not exist in tourism or recreation.

The study team feels that this momentum should not be interrupted by what is expected to be a difficult period of organizational stress. However, once the ITRPB organizational framework is in place and communications linkages are established, the State Historic Preservation Officers (SHPO) should be brought into the system. In the interim, SHPO's would coordinate through the Heritage Resources Center in USTRA.

The purposes of the proposed Planning Board would be similar under both Alternatives 1 and 2. Specifically, the purposes would include development of State, regional and local tourism needs assessments; development of programs to meet needs, and recommendation of programs to USTRA; reviewing, commenting, and making recommendations on Federal tourism, recreation, and heritage resource programs to USTRA; coordination of State and regional tourism and recreation planning activities; and identification of Federal interagency conflicts and problems for referral to the National Travel and Recreation Policy Council.

The principal difference between the two Alternatives lies in the level of representation of State and local tourism and recreation interests on the Planning Board. Under Alternative 1, the Planning Board would have nationally elected leadership and representation, but would be based on regionally-organized bodies. Elections to the national leadership would be held on a regional basis. Under Alternative 2, State and local tourism and recreation officials would elect representation to the Planning Board on a nationwide basis and there would be no regional bodies *per se*.

The intent here, under both alternatives, is not to create a new Federal entity but rather to offer suggestions as to how State and local officials should organize themselves to take advantage of an opportunity to make continued and significant contributions to Federal policies that directly affect them. Although the study team feels that Federal support of a State/local coordinating body is in the best interest of the public as well as the State and local entities themselves, it does not feel it is an appropriate role for the Federal Government to directly finance the operations of such a coordinating body. Therefore, the Federal involvement in a State/local coordinating body should be limited to providing assistance in the initial organization of the coordinating body, providing staff to facilitate coordination on an on-going basis, and share expenses for certain national meetings involving State/local/Federal personnel as determined to be appropriate by the Administrator of the USTRA.

II. Intergovernmental Travel and Recreation Planning Board: Alternative 1

A. Organization of the Travel and Recreation Planning Board Under Alternative 1

The Planning Board would have four principal organizational elements, as shown in Figure 11:

- a Planning Board;
- a Planning Committee;
- five Policy Committees; and
- seven Regional Task Forces.

1. Organization of the Board

The Board itself would have 15 members: the Board Chairperson, the Board Vice-Chairperson, the Planning Committee Chairperson, the five Policy Committee Chairpersons, and the Seven Regional Task Force Chairpersons.

The Chairpersons of the Planning Committee, the five Policy Committees, and the seven Regional Task Forces would be elected by their individual memberships. These Chairpersons (the membership of the Board itself) would in turn elect initially a Board Chairperson and Vice-Chairperson from amongst themselves. Each year subsequently, the Vice-Chairperson of the Board would be elevated to the Chairperson's position, and a new Vice-Chairperson would be elected by the Planning Board members from among the Board's membership as constituted at that time.[1]

2. Organization of the Regional Task Forces

Regional Travel and Recreation Task Forces would be organized in each of seven geographical regions, the regions to be defined as follows:

- Region 1 - Northeast Region

  Massachusetts, Maine, New Hampshire, Vermont, Connecticut, Rhode Island, New York, New Jersey, Pennsylvania, Maryland, Delaware, Virginia, West Virginia, and District of Columbia;

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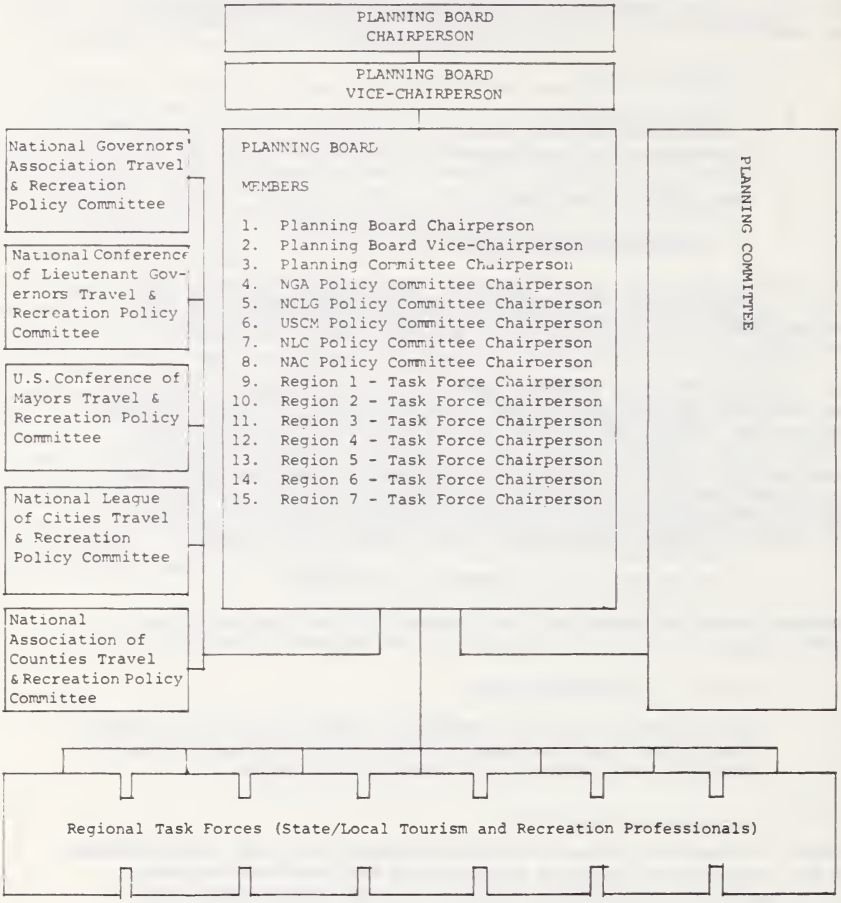
[1] After the Board Chairperson and Vice-Chairperson have been elected, members of the organizational elements which elected them to Board membership (i.e., members of the Planning Committee, and/or Regional Task Forces) would elect new Board members to take their places as the principal representatives for those organizational elements on the Planning Board.

Figure 11. INTERGOVERNMENTAL TRAVEL AND RECREATION PLANNING BOARD (OPTION A)

SUGGESTED ORGANIZATIONAL STRUCTURE
(Alternative 1)



- Region 2 - Southeast Region

  North Carolina, South Carolina, Georgia, Florida, Kentucky, Tennessee, Alabama, Mississippi, Puerto Rico, and U.S. Virgin Islands;

- Region 3 - Lake-Central Region

  Ohio, Michigan, Indiana, Illinois, Wisconsin, and Minnesota;

- Region 4 - Mid-Continent Region

  Nebraska, Kansas, North Dakota, South Dakota, Montana, Wyoming, Colorado, Utah, Iowa, and Missouri;

- Region 5 - South-Central Region

  Oklahoma, Texas, New Mexico, Arkansas, and Louisiana;

- Region 6 - Northwest Region

  Washington, Oregon, Idaho, and Alaska;

- Region 7 - Southwest Region

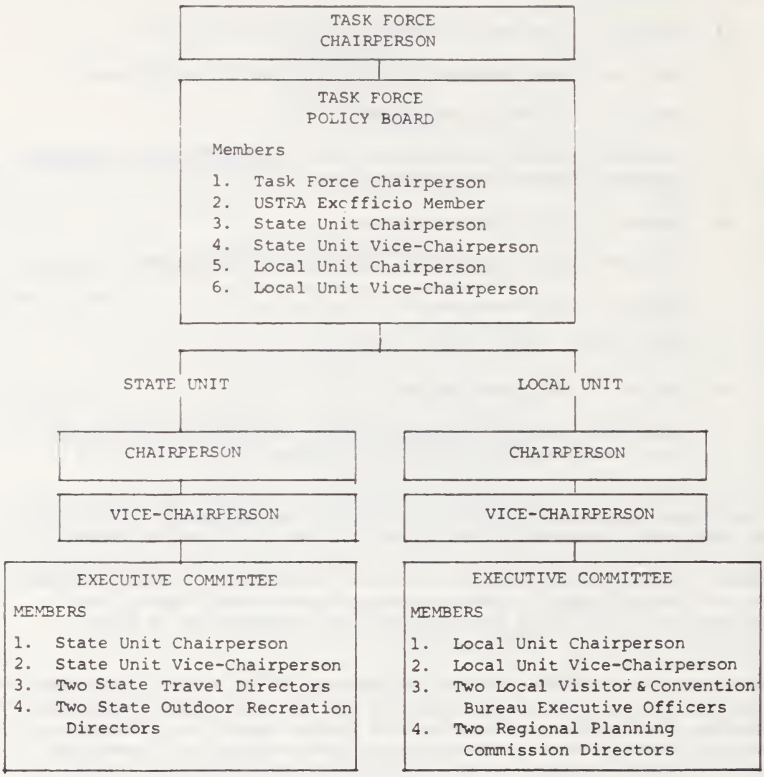
  California, Nevada, Arizona, Hawaii, American Samoa, Guam and Trust Territory of the Pacific Islands.

The Regional Task Forces' membership would initially be comprised of State travel directors, State outdoor recreation directors, local visitor and convention bureau chief executives, and regional planning directors from the Council of Governments (COG) metropolitan regional planning bodies. Because it is expected that State officials and local officials will have significantly different perspectives on many issues, each Regional Task Force would have two principal subdivisions, a State Unit and a Local Unit (see Figure 12).

Each State and territory would be represented in the State Unit of the Task Force by the State travel director and the State outdoor recreation director. Local areas and metropolitan regions would be represented in the Local Units of the Task Force by the local visitor and convention bureau executive officer and the regional planning directors. Although there would be a chairperson, vice-chairperson, executive committee, and a general membership body in both the State Unit and Local Unit of each Regional Task Force, both principal subdivisions would be under a single Task Force Policy Board to facilitate coordination with USTRA and the National Travel and Recreation Policy Council.

Figure 12. REGIONAL TRAVEL AND RECREATION TASK FORCE (OPTION A)

SUGGESTED TYPICAL ORGANIZATIONAL STRUCTURE
(Alternative 1)



STATE UNIT MEMBERS

1. State Travel Director from each Member State
2. State Outdoor Recreation Director from each Member State

LOCAL UNIT MEMBERS

1. Local Visitor & Convention Bureau Executive Officer from each Local Member Organization
2. Regional Planning Director from each Member Regional Planning Commission

a. State Unit of the Regional Travel and Recreation Task Force

The State Unit of each Task Force would have a Chairperson and Vice-Chairperson elected by the State Unit membership. The State Unit Executive Committee would be made up of the Chairperson, Vice-Chairperson, and four other members elected annually by the membership. The State travel director members would elect two members to the Executive Committee and the State outdoor recreation director members would elect two members.

b. Local Unit of the Regional Travel and Recreation Task Force

The Local Unit of each Task Force would have a Chairperson and Vice-Chairperson elected by the Local Unit membership. The Local Unit Executive Committee would be made up of the Chairperson, Vice-Chairperson and four other members elected annually by the membership. The local visitor and convention bureau executive officer members would elect two members to the Executive Committee and the regional planning director (COG planning organizations) members would elect two members.

c. Task Force Policy Board

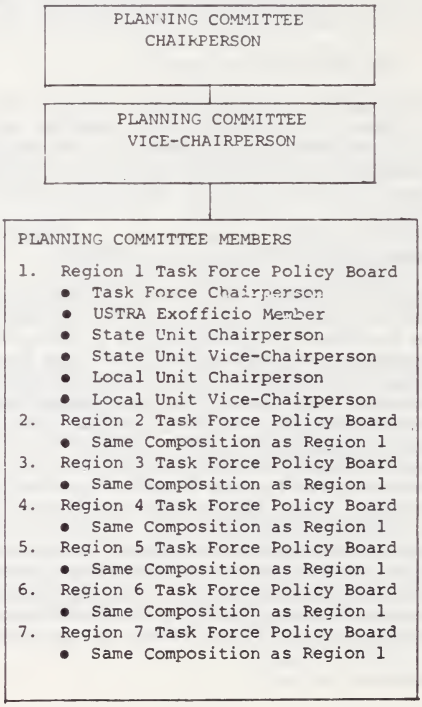
The Task Force Chairperson would be elected annually by the full Task Force membership (State Unit and Local Unit members) and would serve as Chairperson of the Task Force Policy Board. USTRA would appoint an exofficio member of the Task Force Policy Board. In addition, the Chairperson of the State Unit and the Local Unit would serve on the Task Force Policy Board.

2. Organization of the Planning Committee

The Planning Committee would be made up of the members of the Regional Travel and Recreation Task Force Policy Boards from the seven geographic regions as shown in Figure 13. Initially, a Planning Committee Chairperson and Vice-Chairperson would be elected by the Planning Committee members from among the seven Regional Task Force Chairpersons. Each year subsequently, the Vice-Chairperson would become chairperson, and a new Vice-Chairperson would be elected by the Planning Committee members from among the seven Regional Task Force Chairpersons then holding office. The term of office as Planning Committtee Vice-Chairperson should be concurrent with that individual's term as Task Force Chairperson in his or her respective region. Since the Planning Committee will be large, with 42 or 43 members at any one point in time, it may be necessary to create subcommitttees or preferably, the Chairperson could use the Regional Task Force Policy Boards for subcommitttee activities. Because the members of each Policy Board are geographically clustered to reduce travel, the members could combine Planning Committee Subcommittee meetings with Policy Board meetings (to reduce the number of required meetings).

Figure 13. TRAVEL AND RECREATION PLANNING COMMITTEE (OPTION A)

SUGGESTED ORGANIZATIONAL STRUCTURE
(Alternative 1)



3. Organization of the Policy Committee

Policy Committees would be organized in each of five existing associations. These five major organizations would be:

- National Governors' Association;
- National Conference of Lieutenant Governors;
- U.S. Conference of Mayors;
- National League of Cities; and
- National Association of Counties.

These five organizations would be the initial members of the Intergovernmental Travel and Recreation Planning Board, but the number of organizations may be expanded after the first year of operation by action of the Board. While the Policy Committees themselves are generally external to the Intergovernmental Travel and Recreation Planning Board organization and therefore internal to the five organizations they represent, their inputs to national tourism and recreation policy are crucial to the success of Federal efforts in tourism, recreation and heritage resource preservation. These organizations as members of the Planning Board cannot be effective without establishing Policy Committees within their respective organizations to deal with Intergovernmental Travel and Recreation Planning Board matters.

The Policy Committees would serve the purposes of the Planning Board best if their composition reflected the interests of the seven geographic regions represented by the Regional Task Forces. The Policy Committees should therefore have a Chairperson and seven members, one from each geographic region, with one of the seven members being designated as Vice-Chairperson (see Figure 14).

B. Functions of the Travel and Recreation Planning Board Under Alternative 1

1. Functions of the Board

The Planning Board would meet annually, at a minimum, and more frequently as required to resolve issues before the Board. Functions would include:

- coordinating efforts of member organizations;
- developing areas of cooperative program activities;
- resolving intergovernmental program/policy conflicts;

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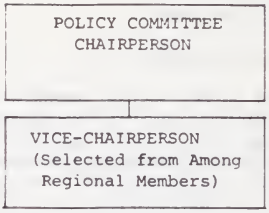
Figure 14. TRAVEL AND RECREATION POLICY COMMITTEE (OPTION A)

SUGGESTED TYPICAL ORGANIZATIONAL STRUCTURE
(Alternative 1)



POLICY COMMITTEE MEMBERS

1. Region 1 Member
2. Region 2 Member
3. Region 3 Member
4. Region 4 Member
5. Region 5 Member
6. Region 6 Member
7. Region 7 Member

FIVE TRAVEL AND RECREATION POLICY COMMITTEES

National Governors' Association Travel & Recreation Policy Committee	National Conference of Lieutenant Governors Travel & Recreation Policy Committee	U.S. Conference of Mayors Travel & Recreation Policy Committee	National League of Cities Travel & Recreation Policy Committee	National Association of Counties Travel & Recreation Policy Committee

- collecting and synthesizing comments, recommendations and endorsements from constituent members on annual planning and program documents and presenting these to USTRA and/or the National Travel and Recreation Policy Council; and

- monitoring and coordinating activities of the Regional Task Forces, particularly State/local needs assessments, development of program concepts and other inputs to national tourism policy.

2. Functions of the Regional Task Forces

Regional Task Forces would meet quarterly. Each Task Force Policy Board would meet quarterly, at a minimum, and as required and directed by the Task Force Chairpersons; and the State and Local Units would meet quarterly, at a minimum, and as required and directed by the Task Force Chairpersons. Functions would include:

- coordinating efforts of State Units and Local Units of the Task Forces;

- developing areas of State/local cooperative program activities;

- resolving regional intergovernmental program/policy conflicts;

- referring problems to the Planning Board for actions on issues of national scope;

- monitoring and coordinating activities of State Units and Local Units, particularly State/local needs assessments, development of program concepts and other inputs to national tourism and recreation policy;

- collecting and synthesizing comments and recommendations from constituent members and presenting these to USTRA, the Planning Board and/or the Planning Committee; and

- reviewing and commenting on national tourism and recreation policy and Federal tourism and recreation programs and plans presented to the Regional Task Forces by USTRA.

3. Functions of the Planning Committee

The Planning Committee would meet quarterly, at a minimum, and as required and directed by the Planning Board or the Planning Committee Chairperson. Functions would include:

- studying issues referred to the Committee;

- preparing recommendations for the Planning Board;

- resolving intergovernmental program policy conflicts involving organizations represented by the Committee;

- coordinating efforts of Committee member organizations;

- developing areas of cooperative program activity at the regional, State and/or local level;

- reviewing and commenting on national tourism and recreation policy and Federal tourism and recreation programs and plans presented to the Planning Board by USTRA; and

- reporting to the Planning Board at annual meetings of the Planning Board, on the disposition of issues brought before the Committee and in order to make recommendations for Planning Board action.

4. Functions of the Policy Committees

The Policy Committees would meet annually, at a minimum, and more frequently as required, to review and comment on national tourism and recreation policy and Federal tourism and recreation programs and plans presented through the Intergovernmental Travel and Recreation Planning Board to the Committees by USTRA.

C. Timing of Organizational Efforts Under Alternative 1

The following timetable is recommended for organizing the Intergovernmental Travel and Recreation Planning Board:

- Congress creates the U.S. Travel and Recreation Agency;

- The USTRA Administrator requests each Governor or (High Commissioner) of each State and U.S. territory to designate a State travel director (or equivalent) and a State outdoor recreation director (or equivalent) to serve on the State Unit of the appropriate Regional Travel and Recreation Task Force by the end of month nine;

- The USTRA Administrator requests each Mayor of the sixty largest U.S. cities (initially) to designate a chief executive officer of the appropriate local visitor and convention bureau (or equivalent) and a regional planning director (the head of the appropriate Council of Governments (COG) metropolitan regional planning body) to seve on the Local Unit of the appropriate Regional Travel and Recreation Task Force by the end of month nine;

- The State Unit of each Regional Task Force meets and elects a Chairperson and Vice-Chairperson of the State Unit, two State travel directors, and two State outdoor recreation directors to serve on the State Unit Executive Committtee by the end of month twelve;

- The Local Unit of each Regional Task Force meets and elects a Chairperson of the Local Unit, two local visitor and convention bureau chief executive officers, and two regional planning directors to serve on the Local Unit Executive Committee by the end of month twelve;

- The USTRA Administrator appoints an agency representative to serve, exofficio, on each Regional Task Force Policy Board by the end of month twelve;

- The combined membership of the State and Local Units of each region elects a Chairperson for their respective Regional Task Force by the end of month twelve;

- The Planning Committee, made up of the seven Regional Task Force Policy Board members, meets and elects a Planning Committee Chairperson and Vice-Chairperson from among the seven Regional Task Force Chairpersons by the end of month fifteen;

- The USTRA Administrator requests the chief executive officers of (1) the National Governor's Association, (2) the National Conference of Lieutenant Governors, (3) the U.S. Conference of Mayors, (4) the National League of Cities, and (5) the National Association of Counties to organize, within their respective organizations, Travel and Recreation Policy Committees made up of a Chairperson and seven members, one from each of the seven geographic regions by the end of month fifteen;

- The Planning Board meets and elects a Board Chairperson and Vice-Chairperson from among the Board membership by the end of month eighteen;

- Planning Committee, Regional Task Forces, and/or Policy Committees select new Board members to replace the representative(s) that has (have) been elected Chairperson or Vice-Chairperson of the Board by the end of month twenty-one;

- The Planning Committee, Regional Task Forces, and Policy Committees review and comment on national tourism and recreation policy and Federal tourism and recreation programs and plans presented to them by the USTRA and begin other functions appropriate to their respective organizations by the beginning of month twenty-four; and

- The Planning Board begins coordinating activities and plans for the Board's first annual meeting by the end of month twenty-four.

III. Intergovernmental Travel and Recreation Planning Board: Alternative 2

A. Organization of the Intergovernmental Travel and Recreation Planning Board Under Alternative 2

Under Alternative 2, the Intergovernmental Travel and Recreation Planning Board would have four principal organizational elements:

- a Planning Board;
- five Policy Committees;
- a Local Officials Travel and Recreation Council (LOTRC); and
- a State Officials Travel and Recreation Council (SOTRC).

Alternative 2 for the Planning Board differs from Alternative 1 for the Planning Board in two principal respects:

- representation of State and local tourism and recreation officials on the Board would be on a national rather than regional basis; and
- there would be no Planning Committee made up of elected representatives from the Regional Task Force Policy Boards of Alternative 1.

1. Organization of the Board

The Planning Board itself would have 15 members as shown in Figure 15: the Planning Board Chairperson, the Planning Board Vice-Chairperson, the five Policy Committee Chairpersons, four representatives of the Local Officials Travel and Recreation Council, and four representatives of the State Officials Travel and Recreation Council.

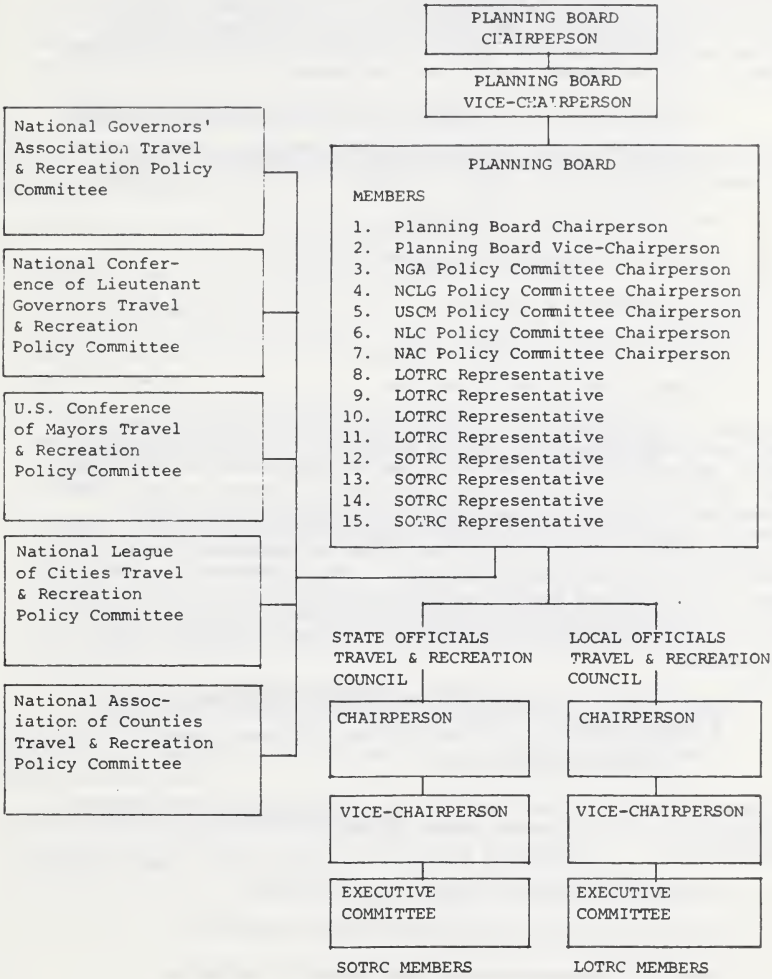
Initially, a Planning Board Chairperson and Vice-Chairperson would be elected by the Planning Board members. Each year subsequently, the Vice-Chairperson would be elevated to Chairperson and a new Vice-Chairperson would be elected by the Planning Board members from among its membership as constituted at that time.

2. Organization of the Local Officials Council

The Local Officials Council's membership would be comprised of local visitors and convention bureau chief executives and regional planning directors. The LOTRC would have a Chairperson and Vice-Chairperson elected nationally by the LOTRC membership. The LOTRC would have an Executive Committee made up of the Chairperson, Vice-Chairperson and four other members elected annually by the membership. The local visitor and convention bureau executive officer members would elect two members to the LOTRC Executive Committee and the regional planning director members would elect two members.

Figure 15. INTERGOVERNMENTAL TRAVEL AND RECREATION PLANNING BOARD (OPTION A)

SUGGESTED ORGANIZATIONAL STRUCTURE
(Alternative 2)



3. Organization of the State Officials Council

The State Officials Council's membership would be comprised of State travel directors and State outdoor recreation directors. The SOTRC would have a Chairperson and Vice-Chairperson elected nationally by the SOTRC membership. The SOTRC would have an Executive Committee made up of the Chairperson, Vice-Chairperson and four other members elected annually be the membership. The State travel director members would elect two members to the SOTRC Executive Committee and the State outdoor recreation director members would elect two members.

4. Organization of the Travel and Recreation Policy Committees

Travel and Recreation Policy Committees would be organized in each of five existing associations. These five major organizations would be:

- National Governors' Association;
- National Conference of Lieutenant Governors;
- U.S. Conference of Mayors;
- National League of Cities; and
- National Association of Counties.

These five organizations would be the initial members of the Intergovernmental Travel and Recreation Planning Board, but the number of organizations may be expanded after the first year of operation by action of the Board. While the Policy Committees are generally external to the Intergovernmental Travel and Recreation Planning Board organization and therefore internal to the five organizations they represent, their inputs to national tourism and recreation policy are crucial to the success of Federal efforts in tourism and recreation. These organizations, as members of the Planning Board, cannot be effective without establishing Travel and Recreation Policy Committees within their respective organizations to deal within Intergovernmental Travel and Recreation Policy Board matters.

B. Functions of the Travel and Recreation Planning Board Under Alternative 2

1. Functions of the Board

The Planning Board would meet annually, at a minimum, and more frequently as required, to resolve issues before the Board. Specific functions would include:

- coordinating efforts of member organizations;
- developing areas of cooperative program activities;
- resolving intergovernmental program/policy conflicts;

- collecting and synthesizing comments, recommendations and endorsements from constituent members and presenting these to the USTRA and/or the National Travel and Recreation Policy Council; and

- monitoring and coordinating activities with the LOTRC and the SOTRC, particularly State/local needs assessments, development of program concepts and other inputs to national tourism and recreation policy.

2. Function of the Local Officials Council

The Local Officials Council would meet annually and the LOTRC Executive Committee would meet quarterly at a minimum, and as required and directed by the LOTRC chairperson to:

- coordinate efforts of member organizations;

- develop areas of local cooperative program activities;

- resolve program/policy conflicts;

- refer problems to the Planning Board for action on issues of national scope;

- monitor and coordinate activities of member organizations, particularly local needs assessments, development of program concepts and other inputs to national tourism and recreation policy;

- collect and synthesize comments and recommendations from constituent members and present these to USTRA and/or the Planning Board; and

- review and comment on national tourism and recreation policy and Federal tourism and recreation programs and plans presented to the LOTRC by USTRA.

3. Functions of the State Officials Council

The State Officials Council would meet annually and the SOTRC Executive Committee would meet quarterly, at a minimum, and as required and directed by the SOTRC Chairperson to:

- coordinate efforts of member States;

- develop areas of State cooperative program activities;

- resolve program/policy conflicts;

- refer problems to the Planning Board for action on issues of national scope;

- monitor and coordinate activities of States, particularly State needs assessments, development of program concepts and other inputs to national tourism and recreation policy;

- collect and synthesize comments and recommendations from constituent members and present these to USTRA and/or the Planning Board; and

- review and comment on national tourism and recreation policy and and Federal tourism and recreation programs and plans presented to the SOTRC by USTRA.

4. Functions of the Policy Committees

The Policy Committees would meet annually, at a minimum, and more frequently as required, to review and comment on national tourism and recreation policy and Federal tourism and recreation programs and plans presented through the Intergovernmental Travel and Recreation Planning Board to the Committees by USTRA.

C. Timing of Organizational Efforts Under Alternative 2

The following timetable is recommended for organizing the ITRPB:

- Congress creates the USTRA;

- the USTRA Adminsitrator requests each Governor (or High Commissioner) of each State and U.S. Territory to designate a State travel director (or equivalent) and a State outdoor recreation director (or equivalent) to serve on the State Officials Travel and Recreation Council by the end of month nine;

- the USTRA Administrator requests each Mayor of the sixty largest U.S. cities (initially) to designate a chief executive officer of the appropriate local visitor and convention bureau (or equivalent) and a regional planning director (the head of the appropriate Council of Governments metropolitan regional planning body) to serve on the Local Officials Travel and Recreation Council by the end of month nine;

- the State Officials Travel and Recreation Council meets and elects a Chairperson and Vice-Chairperson of the SOTRC national organization, two State travel directors, and two State outdoor recreation directors to serve on the SOTRC Executive Committee by the end of month twelve;

- the Local Officials Travel and Recreation Council meets and elects a Chairperson and Vice-Chairperson of the LOTRC national organization, two local visitor and convention bureau chief executive officers, and two regional planning directors to serve on the LOTRC Executive Committee by the end of month twelve;

- the USTRA Administrator appoints an agency representative to serve, exofficio, on the SOTRC and the LOTRC by the end of month twelve;

- the USTRA Administrator requests the chief executive officers of (1) the National Governor's Association, (2) the National Conference of Lieutenant Governors, (3) the U.S. Conference of Mayors, (4) the National League of Cities, and (5) the National Association of Counties to organize, within their respective organization, Travel and Recreation Policy Committees made up of a Chairperson and six to ten members by the end of month fifteeen;

- the Planning Board meets and elects a Board Chairperson and Vice-Chairperson from among the Board membership by the end of month eighteen;

- SOTRC, LOTRC, and/or the Policy Committees select new Board members to replace the representative(s) that has (have) been elected Chairperson or Vice-Chairperson by the end of month twenty-one;

- SOTRC, LOTRC and the Policy Committees review and comment on national tourism and recreation policy and Federal tourism and recreation programs and plans presented to them by the USTRA and begin other functions appropriate to their respective organizations by the beginning of month twenty-four;

- the Planning Board begins coordinating activities and plans for the Board's first annual meeting by the end of month twenty-four; and

- the Planning Board begins to integrate State Historic Preservation Officers into the organizational framework of the Board by the end of month twenty-four.

IV. Intergovernmental Travel Planning Board: Planning Board Variations Related to Option B for a Principal Federal Tourism Agency

If Congress elects to restructure Federal tourism-related activities along the lines discussed under Option B for a principal Federal tourism agency, "creation of new and expanded tourism functions within the shell

of USTS," some variations in Alternatives 1 and 2 would be necessary. These variations would be minor in character, focusing on organizational name changes and references and, to some extent, changes in activity emphasis. The principal variations would include:

- the name of the Planning Board would be "Intergovernmental Travel Planning Board"; and

- the purposes of the Planning Board would be more narrowly defined to tourism and travel (as opposed to tourism, recreation and national heritage resources) but would otherwise be similar to those described on VII-2 for the Intergovernmental Travel and Recreation Planning Board.

CHAPTER VIII

DETAILED ALTERNATIVES FOR A FEDERAL/PRIVATE INDUSTRY COORDINATING BODY

I. Introduction

In this chapter, we discuss in detail the two recommended alternatives for a Federal/private industry tourism and recreation coordinating body, the Travel and Recreation Development Board (TRDB). The discussion relates specifically to coordinating arrangements to accompany creation of the U.S. Travel and Recreation Agency (Option A for a principal Federal tourism agency). If Congress should elect to establish the U.S. Travel Bureau (Option B), then some variation in each of the alternatives would be required, as described in the final section of this chapter.

The Travel and Recreation Development Board would be established by the tourism and recreation industries themselves. The Development Board under Alternative 1 would function in an advisory and coordinative role vis-a-vis Federal Government tourism and recreation activities. Principal purposes would include identification of private sector tourism, recreation, and heritage-resource preservation problems; development of industry programs, and industry/Federal cooperative programs; reviewing, commenting and making recommendations on Federal tourism, recreation and heritage resource preservation policies, programs, and plans to the USTRA and the NTRPC; coordination of industry tourism, recreation, and heritage resource preservation development proposals with USTRA activities; and identification and referral of Federal interagency conflicts and problems that affect private sector activities to the NTRPC.

The Development Board under Alternative 2 would be operational in character, developing and implementing tourism and recreation promotion programs jointly funded by the Federal Government and the private sector. The Development Board would also have advisory and coordinating responsibilities similar to those assigned to the Development Board under Alternative 1. As an operational entity, the Development Board under Alternative 2 would require susbstantial funding and a staff of highly-qualified professionals of some size.

The concepts underlying both Alternative 1 and Alternative 2 should be throughly examined during the Congressional hearing process that will follow this study, as well as throughout the industry. We offer these alternative arrangements as a basis on which the tourism and recreation industry can build for themselves an effective and representative organization to coordinate and work with the Federal Government in tourism and recreation.

The intent here, under Alternative 1, is not to instigate Federal intervention in a private sector organization but rather to offer a suggested organizational arrangement which would provide the private sector an opportunity to make continued and significant contributions to Federal policies that directly affect private industry. The study team feels that Federal support of a

private sector coordinating body is in the best interest of the public as well as the industry itself; it does not feel it is an appropriate role for the Federal Government to directly finance the operations of such a coordinating body. Therefore, the Federal involvement in a private sector coordinating body, such as is envisioned under Alternative 1, should be limited to providing assistance in the initial organization of the coordianting body, providing staff to facilitate coordination on an on-going basis, and share expenses for certain national meetings involving private industry/Federal personnel as determined to be appropriate by the Administrator of the USTRA.

The Federal role under Alternative 2 is described in the text that follows and envisions a partnership arrangement between industry and the Federal Government which would involve a finanical commitment on the part of the Government.

II. Travel and Recreation Development Board: Alternative 1

A. Organization of the Development Board Under Alternative 1

The Travel and Recreation Development Board would consist of four principal organizational elements as shown in Figure 16:

- a Development Board;
- an Executive Committee;
- an Advisory Committee; and
- seven Standing Committees.

The Board would serve as the governance structure of the organization, while the Standing Committees would act as the operations structures. Six of the seven Standing Committees would have subcommittees as well.

1. Organization of the Board

The Board itself would consist of a Chairperson, a Vice-Chairperson, the Chairpersons of the seven Standing Committees, the Chairpersons of the 18 Subcommittees, and two representatives from the one committee without subcommittees. Specifically, the Board would consist of (in addition to the Chairperson and Vice-Chairperson):

- the Chairperson of the Transportation Committee;
- the Chairperson of the Accommodations Committee;
- the Chairperson of the Travel Trade Committee;
- the Chairperson of the Employee Relations Committee;
- the Chairperson of the Attractions Committee;
- the Chairperson of the Heritage Resource Preservation Committee;

- the Chairperson of the Events Committee; and
- Chairpersons or Committee representatives of:
  - the Air Transport Subcommittee;
  - the Ground Transport Subcommittee;
  - the Water Transport Subcommittee;
  - the Lodging Subcommittee;
  - the Resort Subcommittee;
  - the Camping Subcommittee;
  - the Food Service Subcommittee;
  - the Retail Travel Subcommittee;
  - the Wholesale Travel Subcommittee;
  - the Travel Communications Subcommittee;
  - the Amusement Park-Attractions Subcommittee;
  - the Recreation Facilities Subcommittee;
  - the Museums Subcommittee;
  - the Exhibitions Subcommittee;
  - the Performing Arts Subcommittee;
  - the Spectator Sports Subcommittee;
  - the Employee Relations Committee Representative;[1]
  - the Employee Relations Committee Representative;[1]
  - the Historic Sites and Buildings Subcommittee; and
  - the Natural Heritage Subcommittee.

The Chairperson and Vice-Chairperson of the Board would be elected by the members of the seven Standing Committees from among their membership. The Chairpersons of the seven Standing Committees and the 18 Subcommittees would be elected by the membership of their respective committees or subcommittees.

2. Organization of the Executive Committee

The Executive Committee would be made up of the Chairperson and Vice-Chairperson of the Board, as well as the Chairpersons of the seven Standing Committees.

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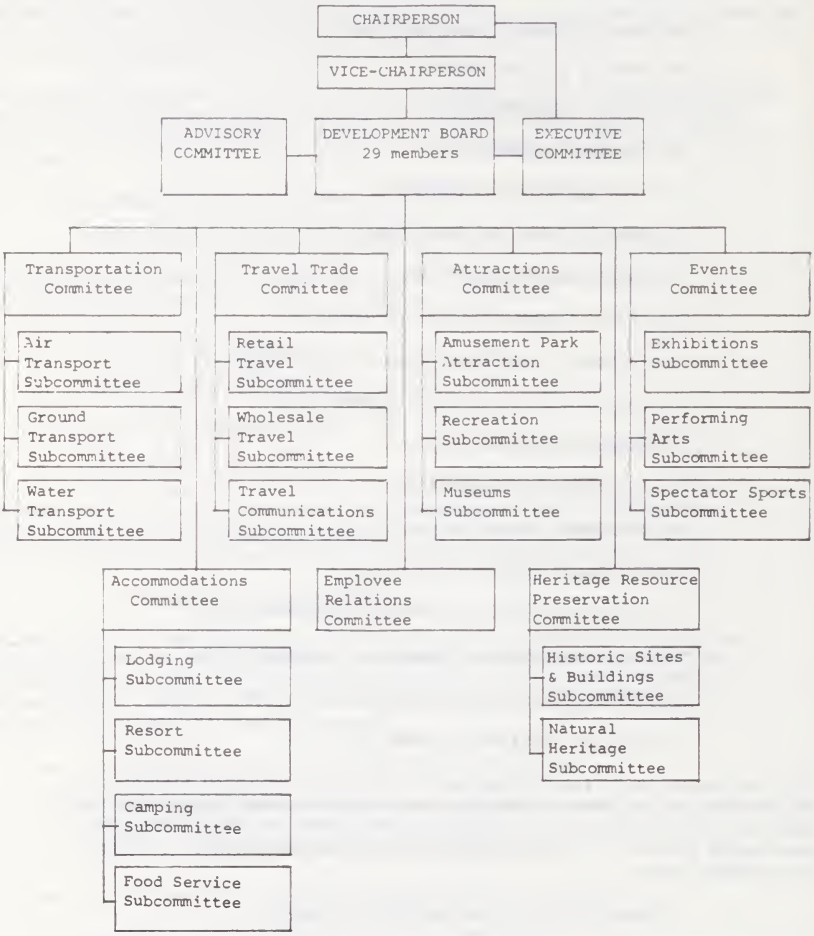
[1]The Employee Relations Committee has no Subcommittees and therefore would appoint representatives to serve on the Board.

Figure 16. TRAVEL AND RECREATION DEVELOPMENT BOARD (OPTION A)

SUGGESTED ORGANIZATIONAL STRUCTURE
(Alternative 1)



3. Organization of the Advisory Committee

The Advisory Committee would be made up of representatives from the following organizations:

- U.S. Travel and Recreation Agency;
- Discover America Travel Organizations;
- American Society of Travel Agents;
- American Hotel and Motel Association;
- Air Transport Association;
- National Air Carriers Association;
- Hotel and Restaurant Employees and Bartenders International Union;
- Public Citizens, Inc.; and
- National Recreation and Parks Association.

The Advisory Committee would initially act as the Travel and Recreation Development Board Organizing Committee with leadership and support assistance provided by USTRA. The Organizing Committee would recruit the charter industry members for each of the seven Standing Committees. When ten organizations have been recruited for each Standing Committee, the committees would be convened to elect the Chairpersons of the Standing Committees and the Chairperson and Vice-Chairperson of the Development Board. These elected officers would make up the initial Executive Committee. The members of the Organizing Committee would continue membership recruitment activities, act as an Advisory Committee to the Development Board, and serve as exofficio members on the Executive Committee for a period of time until membership on the Standing Committees reaches levels sufficient to adequately represent the diversity of the private sector of the tourism and recreation industry and until all Subcommittees are formed. When that has been achieved, the Advisory Committee members would serve as exofficio members on the Board, but would no longer serve on the Executive Committee.

4. Organization of the Standing Committees

The Standing Committees and their related Subcommittees would be organized around industry sectors and membership would be made up of designated representatives of member organizations. The Standing Committees and their respective Subcommittees would be as follows:

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a. Transportation Committee:

- Air Transport Subcommittee (scheduled air carriers, charter operators, associations, etc.);
- Ground Transport Subcommittee (scheduled motor coach operators, motor coach charter and tour operators, tour brokers, rail service operators, car and vehicle rental companies, associations, etc.); and
- Water Transport Subcommittee (ocean cruise lines, ferry operators, inland water cruise operators, boat rental operators, associations, etc.).

b. Accommodations Committee:

- Lodging Subcommittee (hotel and motel chains, hotel and motel independent operators, associations, etc.);
- Resort Subcommittee (resort operators, associations, etc.);
- Camping Subcommittee (campground operators, associations, etc.); and
- Food Service Subcommittee (restaurant and food service operators, concessionaires, vendors, associations, etc.).

c. Travel Trade Committee:

- Retail Travel Subcommittee (travel agents, associations, etc.);
- Wholesale Travel Subcommittee (tour wholesalers, tour packagers, tour operators, associations, etc.); and
- Travel Communications Subcommittee (travel writers, publishers, printers, advertising agencies, public relations firms, associations, etc.).

d. Employee Relations Committee (employee associations, trade unions, etc.).

e. Attractions Committee:

- Amusement Park-Attractions Subcommittee (park and attraction operators, developers, associations, etc.);
- Recreation Subcommittee (ski facility operators, golf course operators, water recreation facilities operators, riding stable operators, hunting and fishing operations, developers, associations, etc.); and

- Museums Subcommittee (museums, educational attractions, associations, etc.).

f. Heritage Resource Preservation Committee:

- Historic Sites and Buildings Subcommittee (historic site and historic building owners and operators, owners and managers of engineering and industrial heritage resources, monument owners and operators, associations and public interest groups, etc.); and

- Natural Heritage Subcommittee (owners, managers, and operators of natural heritage sites, caves, etc., and environmental groups, public interest groups, associations, etc.).

g. Events Committee:

- Exhibitions Subcommittee (trade show sponsors, exhibit fabricators and sponsors, convention organizers and managers, convention facilities sales organizations, associations, etc.);

- Performing Arts Subcommittee (private theaters, concert organizers and promoters, festival organizers and promoters, entertainment event organizers and promoters, associations, etc.); and

- Spectator Sports Subcommittee (organized sports team owners and promoters, sports facility owners and managers, sports organization managers, Olympic committees, associations, etc.).

Each Committee and each Subcommittee Chairperson would be elected annually by their respective committee's members. The Committees would at the direction of the Development Board, review and comment on various annual Federal program and planning documents appropriate to the industry sector representation. The Committees would also initiate their own agenda topics and handle tourism-related issues and problems referred to the Committees by the tourism industry members.

B. Functions of the Development Board Under Alternative 1

1. Functions of the Board

The Development Board would meet annually, at a minimum, and more frequently as required, to resolve issues before the Board. Specific functions would include:

- coordinating efforts of member organizations;

- developing areas of cooperative program activities;

- resolving inter-industry program/policy conflicts;

- referring problems to appropriate Standing Committees for study, recommendations, and/or resolutions; and

- collecting and synthesizing comments, recommendations and endorsements from constituent members on annual Federal planning and program documents and presenting these to the USTRA and/or the National Travel and Recreation Policy Council (NTRPC).

2. Functions of the Standing Committees

The Standing Committees would meet quarterly, at a minimum, and as required and directed by the Development Board or the Committee Chairperson. The Subcommittees, however, would be the working elements of the Standing Committees, so that Standing Committees would likely have little cause to meet formally as a group any more frequently than the quarterly meetings, with the possible exception of the Employee Relations Standing Committee, which does not have formal Subcommittees.

The Subcommittees would take direction from the Committee Chairperson and would meet quarterly, at a minimum, and as directed by the Subcommittee Chairperson to:

- study issues referred to the Subcommittee;
- prepare recommendations for the Development Board;
- resolve program/policy conflicts involving organizations represented by the Subcommittee;
- coordinate efforts of Subcommittee member organizations; and
- review and comment on national tourism policy and Federal tourism programs and plans presented to the Development Board by USTRA.

C. Timing of Organizational Efforts Under Alternative 1

The following timetable is recommended for organizing the Travel and Recreation Development Board under Alternative 1:

- Congress creates the U.S. Travel and Recreation Agency;
- the USTRA Administrator requests the chief executive officers of (1) Discover America TravelOrganizations, (2) American Society of Travel Agents, (3) American Hotel and Motel Association, (4) Air Transport Association, (5) National Air Carriers Association, (6) Hotel and Restaurant Employees and Bartenders International Union, (7) Public Citizens, Inc., and (8) National Recreation and Parks Association, to appoint representatives from their respective organizations to serve with USTRA officers on a Development Board Organizing Committee by the end of month nine;

- the Organizing Committee begins to recruit charter industry members for the Travel and Recreation Development Board by the end of month ten;

- the Organizing Committee commits seventy memberships -- ten member organizations for each of seven Standing Committees -- by the end of month fifteen;

- the Standing Committees meet and elect a Chairperson for their respective Standing Committees and jointly elect a Chairperson and Vice-Chairperson for the Development Board by the end of month eighteen;

- the Executive Committee, made up of the Board Chairperson and Vice-Chairperson, Chairpersons of the seven Standing Committees, and members of the Organizing Committee (ex-officio members of the Executive Committee), direct further recruiting activities until membership on the Standing Committees reaches levels sufficient to adequately represent the diversity of the tourism and recreation industry and until all Subcommittees are formed by the end of month twenty-one;

- the Standing Committee Chairpersons organize Subcommittees, and Subcommittees meet and elect Chairpersons by the end of month twenty-two; and

- the Development Board coordinates and Standing Committees and Subcommittees review and comment on national tourism and recreation policy and Federal tourism and recreation programs and plans presented to the Board by USTRA, and begin other functions appropriate to the Development Board by the end of month twenty-four.

III. Travel and Recreation Development Board: Alternative 2

The Development Board, under Alternative 2, would be operational in character, developing and implementing tourism and recreation promotion programs jointly funded by the Federal Government and the private sector. The Development Board would also have advisory and coordinating responsibilities similar to those assigned to the Development Board under Alternative 1. Alternative 2 of the Development Board would be similar to joint government-private sector tourism promotion boards in Japan and the United Kingdom.

As an operational entity, the Development Board under Alternative 2 would require substantial funding and a staff of highly-qualified professionals of some size. The ratio of private sector Development Board members to Federal members would represent the approximate prorata financial responsibility each group would assume; approximately two-thirds private sector funding and one-third Federal funding. Financial

management procedures and procedures for Federal audits would have to be well established and agreed to before final organization of the Development Board is completed. In order to have an effective industry/government effort, particularly in tourism and recreation promotion, the level of funding for the Development Board would have to be three million dollars per year as a minimum.

A. Organization of the Development Board Under Alternative 2

The Travel and Recreation Development Board would consist of four principal organizational elements, as shown in Figure 17:

- a Development Board;
- an Executive Committee;
- an Advisory Committee; and
- four Standing Committees.

The Board would serve as the governance structure of the organization, while the Standing Committees would act as the operations structures. Each of the Standing Committees would have three Subcommittees.

1. Organization of the Board

The Board itself would consist of a Chairperson, a Vice-Chairperson, the Chairpersons of the four Standing Committees, and the Chairpersons of the 12 Subcommittees. Specifically, the Board would consist of (in addition to the Chairperson and Vice-Chairperson):

- the Chairperson of the Policy Committee;
- the Chairperson of the Travel and Recreation Promotion Committee;
- the Chairperson of the Industry Development Committee;
- the Chairperson of the Industry Relations Committee; and
- the Chairpersons of the following Subcommittees:
  - the National Policy Subcommittee;
  - the Regulations and Taxation Subcommittee;
  - the Energy Policy Subcommittee;
  - the Domestic Promotion Subcommittee;
  - the International Promotion Subcommittee;
  - the Business Travel Subcommittee;

- the Facilities Development Subcommittee;
- the Land Use and Resource Preservation Subcommittee;
- the Travel and Recreation Facilitation Subcommittee;
- the Labor Relations Subcommittee;
- the Consumer Relations Subcommittee; and
- the Ethics and Standards Subcommittee.

In addition, the Board would have nine Federal Government members representing the following agencies:

- U.S. Travel and Recreation Agency (3 members);
- Office of the Secretary, DOC;
- Domestic and International Business Administration, DOC;
- Economic Development Administration, DOC;
- U.S. Information Agency;
- Office of the Secretary, DOI (under Option A for a principal tourism/recreation agency) or Bureau of Outdoor Recreation, DOI (under Option B for a principal tourism agency); and
- National Park Service, DOI.

The Chairperson and Vice-Chairperson of the Board would be elected by the members of the four Standing Committees from among their membership. The Chairpersons of the four Standing Committees and the 12 Subcommittees would be elected by the membership of their respective committees or subcommittees.

2. Organization of the Executive Committee

The Executive Committee would be made up of the Chairperson and Vice-Chairperson of the Board, as well as the four Standing Committee Chairpersons.

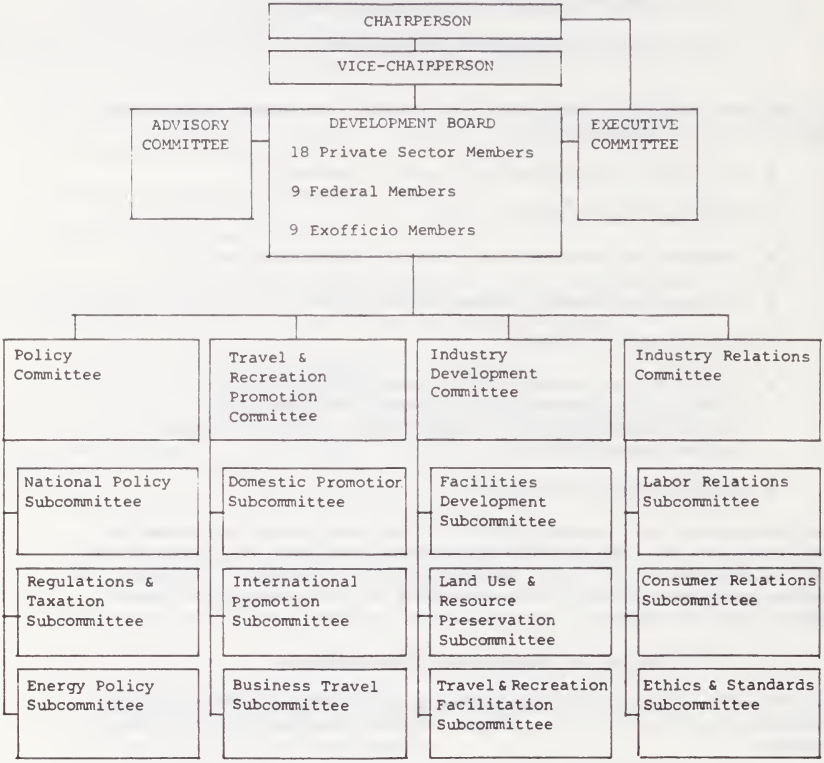
3. Organization of the Advisory Committee

The Advisory Committee would be made up of representatives from the following organizations:

- U.S. Travel and Recreation Agency;
- Discover America Travel Organizations;

Figure 17. TRAVEL AND RECREATION DEVELOPMENT BOARD (OPTION A)

SUGGESTED ORGANIZATIONAL STRUCTURE
(Alternative 2)



- American Society of Travel Agents;
- American Hotel and Motel Association;
- Air Transport Association;
- National Air Carriers Association;
- Hotel and Restaurant Employees and Bartenders International Union;
- Public Citizens, Inc.; and
- National Recreation and Parks Association.

The Advisory Committee would initially act as the Development Board Organizing Committee with leadership and support assistance provided by USTRA. The Organizing Committee would recruit the charter industry members for each of the four Standing Committees. When fifteen organizations have been recruited for each Standing Committee, the committees would be convened to elect the Chairpersons of the Standing Committees and the Chairperson and Vice-Chairperson of the Development Board. These elected officers would make up the initial Executive Committee. The members of the Organizing Committee would continue membership recruitment activities, act as an Advisory Committee to the Development Board, and serve as exofficio members on the Executive Committee for a period of time until membership on the Standing Committee reaches levels sufficient to adequately represent the diversity of the private sector of the tourism/recreation industry and until all Subcommittees are formed. When that is achieved, the Advisory Committee members would serve as exofficio members on the Board, but would no longer serve on the Executive Committee.

4. Organization of the Standing Committees

The Standing Committees and their related Subcommittees would be organized around functional areas and membership would be made up of designated representatives of member industry organizations. Member organizations would be recruited from the following sectors of the tourism/recreation industry:

a. Transportation Sector:

- Air Transport (air carriers, charter operators, associations, etc.);
- Ground Transport (scheduled motor coach operators, motor coach charter and tour operators, tour brokers, rail service operators, car and vehicle rental companies, associations, etc.); and
- Water Transport (ocean cruise lines, ferry operators, inland water cruise operators, boat rental operators, associations, etc.).

b. Accommodations Sector:

- Lodging (hotel and motel chains, hotel and motel independent operators, associations, etc.);
- Resort (resort operators, associations, etc.);
- Camping (campground operators, associations, etc.); and
- Food Service (restaurant and food service operators, concessionaires, vendors, associations, etc.).

c. Travel Trade Sector:

- Retail Travel (travel agents, associations, etc.);
- Wholesale Travel (tour wholesalers, tour packagers, tour operators, associations, etc.); and
- Travel Communication (travel writers, publishers, printers, advertising agencies, public relations firms, associations, etc.).

d. Employment Sector:

- Labor (unions, employee associations, etc.).

e. Attractions Sector:

- Amusement Park - Attractions (park and attraction operators, developers, associations, etc.);
- Recreation Facilities (ski facility operators, golf course operators, water recreation facilities operators, riding stable operators, hunting and fishing operations, developers, associations, etc.); and
- Museums (museums, educational attractions, associations, etc.).

f. Consumer Sector:

- Public Interest Groups (consumer groups, environmental groups, special interest groups, associations, etc.).

g. Heritage Resource Preservation Sector:

- Historic Sites and Buildings (historic site and historic building owners and operators, owners and managers of engineering and industrial heritage resources, associations and public interest groups, etc.); and

- Natural Heritage (owners, managers and operators of natural heritage sites, environmental groups, public interest groups, associations, etc.).

h. Events Sector:

- Exhibitions and Conventions (trade show sponsors, exhibit fabricators and sponsors, convention organizers and managers, convention facilities sales organizations, associations, etc.);

- Performing Arts (private theaters, concert organizers and promoters, festival organizers and promoters, entertainment event organizers and promoters, associations, etc.); and

- Spectator Sports (organized sports team owners and promoters, sports facility owners and managers, sports organization managers, Olympics committees, associations, etc.).

The Standing Committees and their respective Subcommittees would be as follows:

- Policy Committee:

  - National Policy Subcommittee;

  - Regulations and Taxation Subcommittee; and

  - Energy Policy Subcommittee.

- Travel Promotion Committee:

  - Domestic Promotion Subcommittee;

  - International Promotion Subcommittee; and

  - Business Travel Subcommittee.

- Industry Development Committee:

  - Facilities Development Subcommittee;

  - Land Use and Resource Preservation Subcommittee;and

  - Travel and Recreation Facilitation Subcommittee;

- Industry Relations Committee:

  - Labor Relations Subcommittee;

- Consumer Relations Subcommittee; and

- Ethics and Standards Subcommittee.

Each Committee and each Subcommittee Chairperson would be elected annually by their respective Committee's members. The Committees would, at the direction of the Development Board, review and comment on various annual Federal program and planning documents appropriate to the Committees' functional responsibilities and organizational representation. The Committees would also initiate their own agenda topics, handle tourism and recreation-related issues and problems referred to the Committees by the industry members, initiate industry programs with approval of the Development Board, and delegate appropriate activities to various Subcommittees.

B. Functions of the Development Board Under Alternative 2

1. Functions of the Board

The Development Board would meet annually, at a minimum, and more frequently as required; and the Executive Committee would meet quarterly, at a minimum, and more frequently as required, to resolve issues before the Board. Functions would include:

- establishing budgets, management plans and activity schedules;

- hiring and directing staff activities in carrying out Board programs and responsibilities;

- contracting and directing contractor activities in carrying out Board programs and responsibilities;

- approving/disapproving staff and/or Committee recommendations, programs, reports, etc.;

- coordinating efforts of member organizations;

- developing areas of cooperative program activities;

- resolving inter-industry program/policy conflicts;

- referring problems to appropriate Standing Committees for study, recommendations, and/or resolutions;

- collecting and synthesizing comments, recommendations, and endorsements from constituent members and presenting these to the USTRA and/or the National Travel and Recreation Policy Council; and

- preparing an annual report to the NTRPC and to the Congress on the "Contributions of Travel and Recreation and Problems of the Industry."

2. Functions of the Standing Committees

The Standing Committees would meet quarterly, at a minimum, and as required and directed by the Development Board or the Committee Chairperson. The Subcommittees, however, would be the working elements of the Standing Committees, so that Standing Committees would likely have little cause to meet as a group any more frequently than the quarterly meetings. The Subcommittees would take direction from the Committee Chairpersons and would meet quarterly, at a minimum, and as directed by the Subcommittee Chairpersons to:

- establish Subcommittee budgets, management plans, and activity schedules;
- direct assigned staff activities in carrying out Subcommittee programs and responsibilities;
- contract and direct contractor activities in carrying out Subcommittee programs and responsbilities at the direction of the Board;
- study issues referred to the Subcommittee;
- prepare recommendations for the Development Board;
- coordinate efforts with other Subcommittees; and
- review and comment on national tourism and recreation policy and Federal tourism and recreation programs and plans presented to the Development Board by USTRA.

C. Timing of Organizational Efforts Under Alternative 2

The following timetable is recommended for organizing the Travel and Recreation Development Board under Alternative 2:

- Congress creates the U.S. Travel and Recreation Agency;
- the USTRA Administrator requests the chief executive officers of (1) Discover America Travel Organizations, (2) American Society of Travel Agents, (3) American Hotel and Motel Association, (4) Air Transport Association, (5) National Air Carriers Association, (6) Hotel and Restaurant Employees and Bartenders International Union, (7) Public Citizens, Inc., and (8) National Recreation and Parks Association, to appoint representatives from their respective organizations to serve with USTRA officers on a Development Board Organizing Committee by the end of month nine;
- the Organizing Committee begins to recruit charter industry members for the Travel and Recreation Development Board by the end of month ten;
- the Organizing Committee commits sixty memberships - fifteen member organizations for each of four Standing Committees - by the end of month fifteen;

- the Standing Committees meet and elect a Chairperson for their respective Standing Committees, and jointly elect a Chairperson and Vice-Chairperson for the Development Board by the end of month eighteen;

- the Executive Committee, made up of the Board Chairperson and Vice-Chairperson, Chairpersons of the four Standing Committees, and members of the Organizing Committee (ex-officio members of the Executive Committee), directs further recruiting activities until membership on the Standing Committees reaches levels sufficient to adequately represent the diversity of the tourism and recreation industry, and until all Subcommittees are formed by the end of month twenty-one;

- the Standing Committee Chairpersons organize Subcommittees, and Subcommittees meet and elect Chairpersons by the end of month twenty-two;

- the President appoints the Federal members of the Development Board by the end of month twenty-two;

- the Development Board develops its third-year program, including proposed staffing plan, operating budget, proposed financing plan, financial management procedures, and procedures for Federal audits by the end of month twenty-four;

- the Development Board coordinates and the Standing Committees and Subcommittees review and comment on national tourism and recreation policy and Federal tourism and recreation programs and plans presented to the Board by USTRA, and begin other functions appropriate to the Development Board by the end of month twenty-four.

Since this alternative will require Congressional funding, should the Congress select this option, legislation will need to be drafted to define the extent of Federal control, participation, financial contribution, etc., before a full Federal/private sector partnership operation can begin.

IV. Travel Development Board: Development Board Variations Related to Option B for a Principal Federal Tourism Agency

If the Congress elects to restructure Federal tourism-related activities along the lines discussed under Option B for a principal Federal tourism agency, "creation of new and expanded tourism functions within the shell of USTS," several variations in the above-described Alternatives 1 and 2 for the Development Board would be necessary. These variations would be minor in character and would include:

- the name of the Development Board would be "Travel Development Board;"

- the purpose of the Development Board would be more narrowly defined to tourism (as opposed to tourism, recreation, and national heritage resources), but would otherwise be similar to those purposes described on pp. VIII-1 for the Travel and Recreation Development Board.

CHAPTER IX

RECOMMENDED ROLES FOR EXISTING FEDERAL AGENCIES AND TECHNICAL LEGISLATIVE RECOMMENDATIONS

I. Introduction

In this chapter we detail specific recommendations for changes in policies, programs, or activities of various Federal agencies with tourism- and recreation-related programs other than of various existing Federal agencies with tourism- and recreation-related programs. We also summarize technical recommendations for amendment of existing legislation and the development of new legislation to authorize Federal tourism and recreation activities.

The recommendations in this chapter relate principally to the participation of a number of Federal agencies in the proposed National Travel and Recreation Policy Council (NTRPC) and to more formalized relations with the proposed U.S. Travel and Recreation Agency. A number of activities and programs in many of the agencies designated to participate in the NTRPC would be affected by the activities of the NTRPC, mostly as a result of coordination efforts.

For the most part, these changes have not been individually identified by agency, since most of them are reflected by the general programmatic recommendations in Chapter II. Moreover, agency participation in the NTRPC should in itself bring about most of the necessary changes in program focus and activity direction.

II. Recommended Roles for Existing Federal Agencies in Travel, Recreation, and National Heritage Resource Preservation

We recommend the following actions and procedures for existing Federal agencies involved in tourism- and recreation-related activities:

1. Department of Agriculture (DOA)

- the Secretary of Agriculture to serve or appoint an alternate of Deputy Under Secretary level or higher to represent the Secretary on the proposed National Travel and Recreation Policy Council;

a. Animal and Plant Health Inspection Service (APHIS)

- the Administrator of the APHIS to serve or designate a representative to serve on the National Travel and Recreation Policy Council (NTRCP) Energy and Natural Resources Policy Committee;

- APHIS to support NTRPC activities, coordinate APHIS programs and policies with the NTRPC, and be responsive to NTRPC priorities and national policy guidance;

b. Cooperative State Research Service (CSRS)

- the Administrator of the CSRS to serve or designate a representative to serve on the NTRPC Economic Development Policy Committee;

- CSRS to coordinate research program activities with the proposed United States Travel and Recreation Agency (USTRA) to avoid duplication of effort and keep the USTRA abreast of CSRS-sponsored research;

- CSRS to support NTRPC activities, coordinate CSRS programs and policies with the NTRPC, and be responsive to NTRPC priorities and national policy guidance;

c. Economic Research Service (ERS)

- the Administrator of the ERS to serve or designate a representative to serve on the NTRPC Economic Development Policy Committee;

- ERS to coordinate the development and dissemination of economic information with the USTRA to avoid duplication of efforts and keep the USTRA abreast of ERS programs;

- ERS to support NTRPC activities, coordinate ERS programs and policies with the NTRPC, and be responsive to NTRPC priorities and national policy guidance;

d. Extension Service (ES)

- the Administrator of the ES to serve or designate a representative to serve on the NTRPC Health, Education, and Cultural Affairs

Policy Commiteee;

- ES to coordinate educational program activities with the USTRA to identify opportunities for program collaboration, to avoid duplication of efforts, particularly in the area of community development, and to keep the USTRA abreast of ES programs;

- ES to support NTRPC activities, coordinate ES programs and policies with the NTRPC, and be responsive to NTRPC priorities and national policy guidance;

e. Farmers Home Administration (FHA)

- the Administrator of the FHA to serve or designate a representative to serve on the NTRPC Economic Development Policy Commitee;

- the FHA to coordinate development assistance activities with USTRA to keep the USTRA abreast of FHA program activities;

- FHA to support NTRPC activities, coordinate FHA programs and policies with the NTRPC, and be responsive to NTRPC priorities and national policy guidance;

f. Rural Development Service (RDS)

- the Administrator of the RDS to serve or designate a representative to serve on the NTRPC Economic Development Policy Committee;

- the RDS to coordinate rural development activities with USTRA to keep the USTRA abreast of DOA development activities;

- RDS to support NTRPC activities, coordinate RDS programs and policies with the NTRPC, and be responsive to NTRPC priorities and national policy guidance;

g. United States Forest Service (USFS)

- the Chief of the USFS to serve or designate a representative to serve on the NTRPC Energy and Natural Resources Policy Committee;

- the USFS to coordinate tourism and recreation research, planning and development activities with USTRA to avoid conflicts and duplication of efforts and keep the USTRA abreast of Forest Service activities;

- the USFS to support development of tourism and recreational facilities on national forest reserves, within the guidelines for multiple-use development and forest preservation included in the Agency's legislative mandate;

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- USFS to support NTRPC activities, coordinate USFS programs and policies with the NTRPC, and be responsive to NTRPC priorities and national policy guidance;

- USFS to provide annual planning and program documents to the NTRPC for review, analysis, and comment;

2. Department of Commerce (DOC)

- the Secretary of Commerce to serve or appoint an alternate of Deputy Under Secretary level or higher to represent the Secretary on the proposed National Travel and Recreation Policy Council;

- the Secretary of Commerce to transfer the staff and budget, as directed by Congress, of the United States Travel Service to the proposed United States Travel and Recreation Agency and assist in facilitating a smooth transition without program interruption;

a. Bureau of the Census

- the Director of the Bureau of the Census to serve or designate a representative to serve on the NTRPC Economic Development Policy Committee;

- the Bureau of the Census to coordinate with the proposed United States Travel and Recreation Agency, particularly in the areas of data sharing, definitions, terminology, data compatability, data aggregation,etc., to maximize usefulness of collected data and cooperate with the USTRA in the development of the quinquennial National Travel Survey and possible annual survey updates;

- the Bureau of the Census to support NTRPC activities, coordinate Census programs and policies with the NTRPC, and be responsive to NTRPC priorities and national policy guidance;

b. Domestic and International Business Administration (DIBA)

- the Assistant Secretary for Domestic and International Business to serve or designate a representative to serve on the NTRPC Economic Development Policy Committee;

- the DIBA to assure cooperation between DIBA and USTRA promotion activities, particularly between DIBA Foreign Trade Centers and USTRA Foreign Regional Offices in areas relating to conventions and trade show opportunities and keep USTRA abreast of DIBA trade promotion activities;

- DIBA to support NTRPC activities, coordinate DIBA programs and policies with the NTRPC, and be responsive to NTRPC priorities and national policy guidance;

c. Economic Development Administration (EDA)

- the Assistant Secretary for Economic Development to serve or designate a representative to serve on the NTRPC Economic

Development Policy Committee;

- the EDA to coordinate planning and technical assistance programs with USTRA to avoid duplication and to cooperate with USTRA in the area of EDA business loans and guarantees to assure identification of financially viable tourism, recreation and national heritage economic development projects and appropriate support for such projects;

- EDA to support NTRPC acitivities, coordinate EDA programs and policies with the NTRPC, and be responsive to NTRPC priorities and national policy guidance;

d. Federal Maritime Administration (FMA)

- the Assistant Secretary for Maritime Affairs to serve or designate a representative to serve on the NTRPC Transportation and Facilitation Policy Committee;

- FMA to support NTRPC activities, coordinate FMA programs and policies with the NTRPC, and be responsive to NTRPC priorities and national policy guidance;

e. National Oceanic and Atmospheric Administration (NOAA)

- the Administrator of NOAA to serve or designate a representative to serve on the NTRPC Energy and Natural Resources Policy Committee;

- the NOAA to coordinate planning and coastal zone management activities with USTRA to avoid conflicts and duplication of efforts and keep the USTRA abreast of NOAA activities;

- NOAA to support NTRPC activities, coordinate NOAA programs and policies with the NTRPC, and be responsive to NTRPC priorities and national policy guidance;

f. Regional Action Planning Commissions (RCs)

- the Federal Co-Chairperson of each Regional Commission to serve or designate a representative to serve on the NTRPC Economic Development Policy Committee;

- The RCs to coordinate planning and economic development activities with the USTRA to avoid conflicts and duplication of effort and keep the USTRA abreast of Regional Commission activities;

- Regional Commissions to support NTRPC activities, coordinate RC programs and policies with the NTRPC, and be responsive to NTRPC priorities and national policy guidance;

3. Department of Defense (DOD)

- the Secretary of Defense to serve or appoint an alternate equivalent to a Deputy Under Secretary level or higher to represent the Secretary on the proposed National Travel and Recreation Policy Council;

a. Corps of Engineers

- the Chief of Engineers of the Corps to serve or designate a representative to serve on the NTRPC Energy and Natural Resources Policy Committee;

- the Corps to coordinate planning and development activities with USTRA to avoid conflicts and duplication of effort and keep the USTRA abreast of Corps activities;

- the Corps to support NTRPC activities, coordinate Corps programs and policies with the NTRPC, and be responsive to NTRPC priorities and national policy guidance;

4. Department of Energy (DOE)

- the Secretary of Energy to serve or appoint an alternate of Deputy Under Secretary level or higher to represent the Secretary on the proposed National Travel and Recreation Policy Council;

a. Federal Energy Administration (FEA) (or its successor entity within the new Department of Energy)

- the Administrator of FEA to serve or designate a representative to serve on the NTRPC Transportaion and Facilitation Policy Committee, Economic Development Policy Committee, and the Energy and Natural Resources Policy Committee;

- the FEA to assure the tourism and travel industry equal priority with other major industries in emergency energy allocation programs or energy contingency planning;

- the FEA to support NTRPC activities, coordinate FEA programs and policies with the NTRPC, be responsive to NTRPC priorities and national policy guidance, and cooperate with NTRPC studies to determine impacts of FEA regulations, rulings, and allocation plans (existing and proposed) on travel, recreation, and heritage resource preservation;

5. Department of Health, Education, and Welfare (HEW)

- the Secretary of Health, Education and Welfare to serve or appoint an alternate of Deputy Under Secretary level or higher to represent the Secretary on the proposed National Travel and Recreation Policy Council;

a. National Institute of Education (NIE)

- the Director of the NIE to serve or designate a representative to serve on the NTRPC Health Education, and Cultural Affairs Policy Committee;

- the NIE to support NTRPC activities, coordinate NIE programs and policies with the NTRPC, and be responsive to NTRCP priorities and national policy guidance;

b. National Institutesof Health (NIH)

- the Director of the NIH to serve or designate a representative to serve on the NTRPC Health, Education, and Cultural Affairs Policy Committee;

- the NIH to continue to carry out research on the physical health benefits of travel and recreation;

- the NIH to support NTRPC activities, coordinate NIH programs and policies with the NTRPC, and be responsive to NTRPC priorities and national policy guidnace;

c. National Institute of Mental Health (NIMH)

- the Director of the NIMH to serve or designate a representative to serve on the NTRPC Health, Education, and Cultural Affairs Policy Committee;

- the NIMH to carry out research to identify and measure the mental health benefits arising from travel and recreational activities;

- the NIMH to support NTRPC activities, coordinate NIMH programs and policies with the NTRPC, and be responsive to NTRPC priorities and national policy guidance;

d. Office of Education (OE)

- the Assistant Secretary for Education to serve or designate a representative to serve on the NTRPC Health, Education and Cultural Affairs Policy Committee;

- the OE to support NTRPC activities, coordinate OE programs and policies with the NTRPC, and be responsive to NTRPC priorities and national policy guidance;

6. Department of Housing and Urban Development (HUD)

- the Secretary of Housing and Urban Development to serve or appoint an alternate of Deputy Under Secretary level or higher to represent the Secretary on the proposed National Travel and Recreation Policy Council;

a. Community Planning and Development (CPD)

- the Assistant Secretary for Community Planning and Development to serve or designate a representative to serve on the NTRPC Economic Development Policy Committee;

- the CPD office to support NTRPC activities, coordinate CPD programs and policies with the NTRPC, and be responsive to NTRCP priorities and national policy guidance;

7. Department of the Interior (DOI)

- the Secretary of the Interior to serve or appoint an alternate of Deputy Under Secretary level or higher to represent the Secretary on the proposed National Travel and Recreation Policy Council;

- the Secretary of the Interior to transfer the staff and budget, as directed by Congress, of the Bureau of Outdoor Recreation to the proposed United States Travel and Recreation Agency and assist in facilitating a smooth transition without program interruption;

- the Secretary of the Interior to transfer responsibility for the Land and Water Conservation Fund, as directed by Congress, to USTRA and to assist in facilitating the transfer to avoid interruption of grant administration;

- the Secretary of the Interior to transfer, as directed by the Congress, the National Park Service staff and budget of the Office of Archeology and Historic Preservation and the National Visitor Center to the USTRA and NTRPC and to assist in facilitating a smooth transition to avoid program interruption;

a. Bureau of Indian Affairs (BIA)

- the Commissioner of Indian Affairs to serve or designate a representative to serve on the NTRPC Economic Development Policy Committee;

- the BIA to coordinate educational program activities, Tribal resource development, and business enterprise development with the proposed United States Travel and Recreation Agency to avoid conflicts, maximize Federal efforts, and assure appropriate support for tourism and recreation economic development projects and heritage resource preservation;

- BIA to support NTRPC activities, coordinate BIA programs and policies with the NTRPC, and be responsive to NTRPC priorities and national policy guidance;

b. Bureau of Land Management (BLM)

- the Director of BLM to serve or designate a representative to serve on the NTRPC Energy and Natural Resources Policy Committeee;

- the BLM to coordinate planning and recreation development activities with the USTRA to avoid duplication and conflicts, maximize Federal efforts, assure appropriate support for tourism and recreation development projects, and keep the USTRA abreast of BLM activities;

- BLM to support NTRPC activities, coordinate BLM programs and policies with the NTRPC, and be responsive to NTRPC priorities and national policy guidance;

c. Bureau of Reclamation (BR)

- the Commissioner of the Bureau of Reclamation to serve or designate a representative to serve on the NTRPC Energy and Natural Resources Policy Committee;

- the BR to coordinate planning and recreation development activities with the USTRA to avoid duplication and conflicts, maximize Federal efforts, assure appropriate support for tourism and recreation development projects, and keep the USTRA abreast of BR activities;

- BR to support NTRPC activities, coordinate BR programs and policies with the NTRPC, and be responsive to NTRPC priorities and national policy guidance;

d. National Park Service (NPS)

- the Director of the NPS to serve or designate a representative to serve on the NTRPC Energy and Natural Resources Policy Committee;

- the NPS to coordinate planning and recreation development activities with the USTRA to avoid duplication of effort and conflicts, maximize Federal efforts, and keep the USTRA abreast of NPS activities;

- NPS to coordinate and cooperate with the USTRA in the modification of NPS public information printed materials to be more useful to domestic and foreign travelers and in the distribution of such materials;

- NPS to cooperate with the USTRA in the development of individual or joint programs to encourage more balanced utilization of national parks principally to mitigate degradation from overuse of the most popular park visitor destinations;

- NPS to support NTRPC activities, coordinate NPS programs and policies with the NTRPC, and be responsive to NTRPC priorities and national policy guidance;

- NPS to provide annual planning and program documents to the NTRPC for review, analysis, and comment;

e. United States Fish and Wildlife Service (USFWS)

- the Director of the USFWS to serve or designate a representative to serve on the NTRPC Energy and Natural Resources Policy Committee;

- the USFWS to coordinate planning and recreation development activities with the USTRA to avoid duplication of efforts and conflicts, maximize Federal efforts, assure appropriate support for tourism and recreation development projects, and keep the USTRA abreast of USFWS activities;

- USFWS to support NTRPC activities, coordinate USFWS programs and and policies with the NTRPC, and be responsive to NTRPC priorities and national policy guidance;

8. Department of Justice (DOJ)

- the U.S. Attorney General to serve or appoint an alternate of Deputy Assistant Attorney General level or higher to represent the Attorney General on the proposed National Travel and Recreation Policy Council;

a. Immigration and Naturalization Service (INS)

- the Commissioner of the INS to serve or designate a representative to serve on the NTRPC Transportaion and Facilitation Policy Committee;

- the INS to develop in cooperation with the proposed United States Travel and Recreation Agency, methods, procedures, forms, etc. to collect data on non-immigrants traveling to or proposing to travel to the U.S. and to make such data available to the USTRA, provided such data is managed in such a way as to protect the traveler's right to privacy; and INS to coordinate, as appropriate, with the Bureau of Security and Consular Affairs in the effort;

- INS to continue adopting more automated visitor clearance procedures to facilitate entry of foreign visitors to the U.S.;

- INS to support NTRPC activities, coordinate INS programs and policies with the NTRPC, and be responsive to NTRPC priorities

and national policy guidance;

9. Department of Labor (DOL)

- the Secretary of Labor to serve or appoint an alternate of Deputy Under Secretary level or higher to represent the Secretary on the proposed National Travel and Recreation Policy Council;

a. Bureau of Labor Statistics (BLS)

- the Commissioner of the BLS to serve or designate a representative to serve on the NTRPC Economic Development Policy Committee;

- BLS to support NTRPC activities, coordinate BLS programs and policies with the NTRPC, and be responsive to NTRPC priorities and national policy guidance;

b. Employment Standards Administration (ESA)

- the Assistant Secretary for Employment Standards to serve on the NTRPC Economic Development Policy Committee;

- ESA to support NTRPC activities, coordinate ESA programs and policies with the NTRPC, and be responsive to NTRPC priorities and national policy guidance;

c. Employment and Training Administration (ETA)

- the Assistant Secretary for Employment and Training to serve or designate a representative to serve on the NTRPC Economic Development Policy Committee;

- the ETA to coordinate and cooperate with the proposed United States Travel and Recreation Agency in the development of employee apprenticeship technical assistance services for the tourism and recreation industry;

- ETA to support NTRPC activities, coordinate ETA programs and policies with the NTRPC, and be responsive to NTRPC priorities and national policy guidance;

d. Occupational Safety and Health Administration (OSHA)

- the Assistant Secretary of Occupational Safety and Health to serve or designate a representative to serve on the NTRPC Economic Development Policy Committee;

- OSHA to continue current efforts towards rationalizing and simplifying regulations and regulatory and inspection procedures

to reduce the negative impact on businesses in the travel and recreation industries;

- OSHA to support NTRPC activities, coordinate OSHA programs and policies with the NTRPC, be responsive to NTRPC priorities and national policy guidance, and cooperate with NTRPC studies to determine impacts of OSHA rules, regulations, procedures, and guidelines (existing and proposed) on tourism and recreation employers;

10. Department of State (DOS)

- the Secretary of State to serve or appoint an alternate of Deputy Under Secretary level or higher to represent the Secretary on the proposed National Travel and Recreation Policy Council;

a. Bureau of Economic and Business Affairs (BEBA)

- the Assistant Secretary for Economic and Business Affairs to serve or designate a representative to serve on the NTRPC Transportaion and Facilitatior Policy Committee;

- the BEBA to coordinate and cooperate with the proposed United States Travel and Recreation Agency in international trade promotion activities to avoid conflicts and duplication, assure consideration of tourism in BEBA activities, and keep the USTRA abreast of BEBA activities;

- BEBA to support NTRPC activities, coordinate BEBA programs and policies with the NTRPC, and be responsive to NTRPC priorities and national policy guidance;

b. Bureau of Security and Consular Affairs (BSCA)

- the Administrator of the Bureau of Security and Consular Affairs to serve or designate a representative to serve on the NTRPC Transportation and Facilitation Policy Committee;

- the BSCA to continue efforts towards automation of visa approval procedures and effective allocation of Bureau staff and other resources to meet seasonal peaks in demand for visas in U.S. embassies and consulates abroad;

- the BSCA to coordinate and cooperate with the proposed United States Travel and Recreation Agency in visa issuance activities to avoid program conflicts, assure consideration of tourism in BSCA activities, and keep the USTRA abreast of BSCA activities;

- BSCA to support NTRPC activities, coordinate BSCA programs and policies with the NTRPC, and be responsive to NTRPC priorities and national policy guidance;

11. Department of Transportation (DOT)

- the Secretary of Transportation to serve or appoint an alternate of Deputy Under Secretary level or higher to represent the Secretary on the proposed National Travel and Recreation Policy Council;

a. Federal Aviation Administration (FAA)

- the Administrator of the FAA to serve or designate a representative to serve on the NTRPC Transportation and Facilitation Policy Committee;

- the FAA to coordinate and cooperate with the proposed United States Travel and Recreation Agency in the development of uniform guidelines for standardized informational and directional signs for U.S. airports to meet the needs of the traveling public, particularly foreign visitors;

- FAA to support NTRPC activities, coordinate FAA programs and policies with the NTRPC, and be responsive to NTRPC priorities and national policy guidance;

- the FAA to provide, through the Secretary of Transportation, annual planning and program documents to the NTRPC for review, analysis, and comment;

b. Federal Highway Administration (FHWA)

- the Administrator of the FHWA to serve or designate a representative to serve on the NTRPC Transportation and Facilitation Policy Committee;

- the FHWA to continue efforts to introduce uniform regulation of highway signing by State officials through educational training programs;

- the FHWA to coordinate and cooperate with the USTRA in the development of uniform guidelines for standardized informational and directional signs to meet the needs of the traveling public and small businesses in the areas of tourism and recreation;

- FHWA to support NTRPC activities, coordinate FHWA programs and policies with the NTRPC, and be responsive to NTRPC priorities and national policy guidance;

- the FHWA to provide, through the Secretary of Transportation, annual planning and program documents to the NTRPC for review, analysis, and comment;

c. United States Coast Guard (USCG)

- the Commandant of the USCG to serve or designate a representative to serve on the NTRPC Transportation and Facilitation Policy Committee;

- USCG to support NTRPC activities, coordinate USCG programs and policies with the NTRPC, and be responsive to NTRPC priorities and national policy guidance;

- the USCG to provide, through the Secretary of Transportation, annual planning and program documents to the NTRPC for review, analysis, and comment;

d. Urban Mass Transportation Administration (UMTA)

- the Administrator of the UMTA to serve or designate a representative to serve on the NTRPC Transportation and Facilitation Policy Committee;

- UMTA to support NTRPC activities, coordinate UMTA programs and policies with the NTRPC, and be responsive to NTRPC priorities and national policy guidance;

- the UMTA to provide, through the Secretary of Transportation, annual planning and program documents to the NTRPC for review, analysis, and comment;

12. Department of the Treasury (Treasury)

- the Secretary of the Treasury to serve or appoint an alternate of Deputy Under Secretary level or higher to represent the Secretary on the proposed National Travel and Recreation Policy Council;

a. Internal Revenue Service (IRS)

- the Commissioner of the IRS to serve or designate a representative to serve on the NTRPC Economic Development Policy Committee;

- IRS to support NTRPC activities, coordinate IRS programs and policies with the NTRPC, be responsive to NTRPC priorities and national policy guidances, and cooperate with NTRPC studies to determine impacts of IRS rulings (existing and proposed) on travel, recreation, and heritage resource preservation;

b. United States Customs Service (USCS)

- the Commissioner of the USCS to serve or designate a representative to serve on the NTRPC Transportation and Faciltiation Policy Committee;

- the USCS to accelerate efforts to expand in-transit customs pre-clearance programs and other efforts to speed clearance of foreign visitors through U.S. ports-of-entry;

- USCS to support NTRPC activities, coordinate USCS programs and policies with the NTRPC, be responsive to NTRPC priorities and national policy guidance, and cooperate with NTRPC studies to determine impacts of USCS procedures and policies on travel;

13. AMTRAK (National Railroad Passenger Corporation)

- the President of AMTRAK to serve or designate a representative to serve on the NTRPC Transportation and Facilitation Policy Committee;

- AMTRAK to support NTRPC activities, coordinate AMTRAK programs and policies with the NTRPC, be responsive to NTRPC priorities and national policy guidance, and cooperate with NTRPC studies to determine impacts of AMTRAK fares on employment among other over-the-road carriers;

14. Appalachian Regional Commission (ARC)

- the Federal Co-Chairperson of the ARC to serve or designate a representative to serve on the NTRPC Economic Development Policy Committee;

- the ARC to coordinate planning and economic development activities with the proposed United States Travel and Recreation Agency to avoid conflicts and duplication of effort and to keep the USTRA abreast of ARC activities;

- ARC to support NTRPC activities, coordinate ARC programs and policies with the NTRPC, and be responsive to NTRPC priorities and national policy guidance;

15. Civil Aeronautics Board (CAB)

- the Chairperson of the CAB to serve or appoint a member of the CAB as an alternate to represent the Chairperson on the NTRPC and serve or designate a representative to serve on the NTRPC Transportation and Facilitation Policy Committee;

- CAB to support NTRPC activities, coordinate CAB policies with the NTRPC, be responsive to NTRPC priorities and national policy guidance, and cooperate with NTRPC studies to determine impacts of CAB rulings and procedures (existing and proposed) on travel and tourism;

16. Environmental Protection Agency (EPA)

- the Administrator of the EPA to serve or appoint an alternate of Associate Administrator level or higher to represent the Administrator on the NTRPC and serve or designate a representative to serve on the NTRPC Energy and Natural Resources Policy Committee;

- EPA to support NTRPC activities, coordinate EPA programs and policies with the NTRPC, be responsive to NTRPC priorities and national policy guidance, and cooperate with an NTRPC test program of EIS review and studies to determine impacts of EPA rules, regulations, procedures, and guidelines (existing and proposed) on travel, recreation, and heritage resource preservation;

17. Federal Trade Commission (FTC)

- the Chairperson of the FTC to serve or appoint a Commissioner of the FTC as an alternate to represent the Chairperson on the NTRPC and serve or designate a representative to serve on the NTRPC Transportation and Facilitation Policy Committee;

- FTC to support NTRPC activities, coordinate FTC programs and policies with the NTRPC, be responsive to NTRPC priorities and national policy guidance, and cooperate with NTRPC studies to determine impacts of FTC rulings and procedures (existing and proposed) on tourism and recreation;

18. Interstate Commerce Commission (ICC)

- the Chairperson of the ICC to serve or appoint a Commissioner of the ICC to represent the Chairperson on the NTRPC and serve or designate a representative to serve on the NTRPC Transportation and Facilitation Policy Committee;

- ICC to support NTRPC activities, coordinate ICC programs and policies with the NTRPC, be responsive to NTRPC priorities and national policy guidance, and cooperate with NTRPC studies to determine impacts of ICC rulings and procedures (existing and proposed) on the travel industry;

19. National Endowment for the Arts (NEA), National Foundation on the Arts and Humanities

- the Chairperson of the NEA to serve or designate a representative to serve on the NTRPC Health, Education, and Cultural Affairs Policy Committee;

- the NEA to support NTRPC activities, coordinate NEA programs and policies with the NTRPC, and be responsive to NTRPC priorities and national policy guidance;

20. National Endowment for the Humanities (NEH), National Foundation on the Arts and Humanities

- the Chairperson of the NEH to serve or designate a representative to serve on the NTRPC Health, Education, and Cultural Affairs Policy Committee;

- the NEH to support activities, coordinate NEH programs and policies with the NTRPC, and be responsive to NTRPC priorities and national policy guidance;

21. Small Business Administration (SBA)

- the Administrator of the SBA to serve or designate a representative to serve on the NTRPC Economic Development Policy Committee;

- the SBA to coordinate financial and technical assistance programs with the proposed United States Travel and Recreation Agency to assure appropriate support for small businesses involved in tourism, recreation, or heritage resource preservation;

- SBA to support NTRPC activities, coordinate SBA programs and policies with the NTRPC, and be responsive to NTRPC priorities and national policy guidance;

22. Smithsonian Institution

- the Secretary of the Smithsonian Institution to serve or designate a representative to serve on the NTRPC Health, Education, and Cultural Affairs Policy Committee;

- the Smithsonian Institution to support NTRPC activities, coordinate Smithsonian programs and policies with the NTRPC, and be responsive to NTRPC priorities and national policy guidance;

23. United States Information Agency (USIA)

- the Administrator of the USIA to serve or appoint an alternate of Assistant Director level or higher to represent the Administrator on the NTRPC and serve or designate a representative to serve on the NTRPC Health, Education, and Cultural Affairs Policy Committee;

- the UISA to provide space, accessible to the public, in all overseas USIA (USIS) facilities for travel information literature

to be provided by the proposed United States Travel and Recreation Agency, provide necessary staff to organize and maintain literature display space, and coordinate this activity with the USTRA;

- the USIA to direct staff in all overseas USIA (USIS) facilities accessible to the public to maintain, on a current basis, reference materials provided by the USTRA relating to sources of travel information (names, addresses, etc.) needed to respond to public inquiries about U.S. travel opportunities;

- the USIA to support NTRPC activities, coordinate USIA programs and policies with the NTRPC, and be responsive to NTRPC priorities and national policy guidance; and

- USIA to provide annual planning and program documents to the NTRPC for review, analysis, and comment.

III. Technical Recommendations for Amendment of Existing Legislation and Drafting of New Legislation

We recommend the following:

- "International Travel Act" of 1961, as amended (22 U.S.C. 2126) and "An Act to Encourage travel in the United States, and for other purposes," approved July 29, 1940, as amended (16 U.S.C. 18d) -- All functions, powers, and duties vested in the Secretary of Commerce and other offices and officers of the Department of Commerce relative to these Acts to be transferred to the Administrator of the proposed United States Travel and Recreation Agency by amending the Acts and the Acts to be further amended to include the functions, powers, and duties described in the body of this report.

- Bureau of Outdoor Recreation "Organic Act" (Public Law 88-29) and "Land and Water Conservation Fund Act" (Public Law 91-485) -- All functions, powers, and duties vested in the Secretary of the Interior and other offices and officers of the Bureau of Outdoor Recreation, Department of the Interior relative to these Acts, as amended, to be transferred to the Administrator of the proposed United States Travel and Recreation Agency by amending the Acts and the Acts to be further amended to include the functions, powers, and duties described in the body of this report.

- "Federal Surplus Lands for Parks and Recreation Act" (Public Law 91-485), "Wild and Scenic Rivers Act" (Public Law 90-542, as amended),"National Trails System Act" (Public Law 90-543), Section 6(a) of the "Federal Water Project Recreation Act" (Public Law 89-72), Section 4(f) of the "Department of Transportation Act" (Public Law 89-670, as amended), Section 102(2)(c)

of the "National Environmental Policy Act" of 1969 (Public Law 91-190), and "Redwood National Park Act" (Public Law 90-545) -- All functions, powers, and duties vested in the Secretary of the Interior and related to the Secretary's responsibilities for Bureau of Outdoor Recreation, Department of the Interior, relative to these Acts, as amended, to be transferred to the Administrator of the proposed United States Travel and Recreation Agency by amending the Acts and the Acts to be further amended as required to include the functions, powers, and duties described in the body of this report.

- "Historic Sites Act" approved August 21, 1935 (49 Stat. 666, U.S.C. 461), "National Historic Preservation Act" of 1966 (80 Stat. 915, 16 U.S.C. 470), and "Antiquities Act" of 1906 (34 Stat. 225, 16 U.S.C. 431) -- All functions, powers, and duties vested in the Secretary of the Interior and related to the Secretary's responsibilities for National Park Service activities currently assigned to the Office of Archeology and Historic Preservation and other offices and officers of the National Park Service, Department of the Interior, relative to these Acts, as amended, to be transferred to the Administrator of the proposed United States Travel and Recreation Agency by amending the Acts and the Acts to be further amended as required to include the functions, powers, and duties described in the body of this report.

- Proposed "National Tourism Policy Act" of 1978 -- A new Act to be enacted by the Congress to define the National policy regarding tourism, travel, and recreation; establish and describe the structure and composition of the proposed United States Travel and Recreation Agency and the proposed National Travel and Recreation Policy Council independent of existing Federal departments and agencies; authorize the President, by and with the advice and consent of the Senate, to appoint an Administrator to head the United States Travel and Recreation Agency who is to be compensated at the rate provided for level IV of the Executive Salary Schedule in Title 5 of the United States Code; authorize the President to appoint a Chairperson from among his domestic and international economic advisors, to head the National Travel and Recreation Policy Council; define the functions, powers, duties, and terms of the Administrator of the United States Travel and Recreation Agency and of the Chairperson of the National Travel and Recreation Policy Council; specify necessary reports to the President and the Congress; transfer the staff, budget, and property associated with the National Visitor Center from the National Park Service to the United States Travel and Recreation Agency; authorize funds to be appropriated or transferred to the United States Travel and Recreation Agency and the National Travel and Recreation Policy Council; and describe and mandate necessary coordination and cooperation responsibilities of other Federal

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departments and agencies and the coordination and cooperation responsibilities of the United States Travel and Recreation Agency and the National Travel and Recreation Policy Council in regard to States, cities, and other public and private interests.

ASSESSMENT OF EIGHT FOREIGN GOVERNMENT TOURISM PROGRAMS

I. Introduction

In June of 1977, Arthur D. Little, Inc., was requested by the Chairman and members of the House of Representatives Subcommittee on Transportation and Commerce of the Committee on Interstate and Foreign Commerce to undertake an assessment of the domestic and international tourism programs of eight foreign governments--Canada, Mexico, the United Kingdom, France, Spain, Hong Kong, Ireland, and Japan.[1]

The study was undertaken independent of but in close relationship with the National Tourism Policy Study. The study was designed in such a way that the assessment results would be available for use as input into the National Tourism Policy Study.

The overall objectives of this study were to assess the underlying rationale, structure, functioning, and impacts of foreign government tourism programs in order to:

- compare the various aspects of the programs;
- identify successful program aspects which might be incorporated in a U.S. tourism policy;
- identify structural or functional weaknesses in foreign programs to be avoided in a U.S. national tourism policy; and
- identify opportunities for the U.S. to develop mutually beneficial tourism policies with its major foreign tourism markets.

The bulk of the assessment was based on the results of a personal interview program carried out by an Arthur D. Little, Inc. study team in each of the chosen foreign destinations between June and September of 1977. In each destination, interviews were conducted with key government tourism officials, department heads within the primary government tourism agency or agencies, officials from agencies administering tourism-related programs, and representatives of the private sector of the domestic tourism industry.

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[1] Working Memorandum - Assessment of Eight Foreign Government Tourism Programs, prepared for the United States House of Representatives Subcommittee on Transportation and Commerce, by Arthur D. Little, Inc.

Because of time and budgetary constraints, the maximum period allotted for interviews was three days each in Canada, Mexico, the United Kingdom, France, and Japan; and two days each in Ireland, Spain, and Hong Kong. While the allotted time enabled the study team to cover the critical points of each country's tourism programs and to gain valuable insights into their rationale and functioning, it was impossible to conduct an exhaustive analysis in such a short period of time. In addition, tourism officials in some countries were more reluctant than in others to provide certain details of their tourism programs and a critical perspective on the positive or negative aspects of these programs. For the most part, however, the study team was surprised by the high level of cooperation received, the frankness of the discussions, and the amount of information which most officials willingly provided.

The full report on our findings contains eight working memoranda summarizing the principal findings of the assessment of each of the eight foreign government tourism programs. In each case, we briefly described the overall significance of tourism to the country; the national tourism policy and its historical development; the organization and programs of the principal government tourism agencies; other public and private sector agencies and organizations with tourism programs at the national or regional levels; and the key means of coordination among tourism agencies and organizations.[1]

II. Comparison of the Eight Foreign Government Tourism Programs

A. Comparative Economic Significance of Tourism and The Impact of Government Spending on Tourism

Table 5 compares in summary fashion the economic significance of tourism revenues and government expenditures on tourism in the United States with the seven foreign countries surveyed and with Hong Kong.

- Direct expenditures for tourism services in 1976 formed an important component of total gross national product (GNP) in all of the countries surveyed, from a low of 1.3% of GNP in Japan to a high of 8.3% in Hong Kong. In five of the six countries for which data is readily available, tourism revenues accounted for more than 5% of GNP. In the case of the U.S., tourism revenues accounted for 5.7% of GNP in 1976.

- The significance of international tourism revenues for gross national product (excluding the balance of payments impact) varied significantly among countries, from less than one-half of one percent in the U.S. and Japan to 4.2% in Ireland and 8.3% in the case of Hong Kong.

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[1] All foreign currency revenues and expenditures are quoted in this chapter in terms of U.S. dollars at the average rate of exchange prevailing during the year in which they were reported.

TABLE 5

COMPARISON OF THE ECONOMIC SIGNIFICANCE OF TOURISM AND THE ESTIMATED IMPACT OF NATIONAL TOURIST ORGANIZATION BUDGETS IN THE UNITED STATES, SEVEN FOREIGN COUNTRIES, AND THE BRITISH CROWN COLONY OF HONG KONG, 1976 [1]

Country	Total Tourism Revenues/GNP (%)	International Tourism Revenues/GNP (%)	Govt. Tourism Agency Expenditures (Millions of Current U.S. Dollars)	Govt. Tourism Agency Expenditure Per Capita (U.S. Dollars)	Expenditure on Tourism Promotion Per Capita (U.S. Dollars)	Expenditure on Int. Tourism Promotion Per Capita (U.S. Dollars)	Expenditure on Tourism Research, Planning, Development Per Capita (U.S. Dollars)	Int. Promotion Expenditures/ Int. Visitor Revenues (%)	Total Govt. Tourism Expenditures/Total Tourism Revenues (%)
United States	5.7%	0.4%	$12.8	$ .06	$ .04	$0.03	$0.01	0.1%	0.1%
Canada	8.0	1.7	24.9	1.09	.82	.69	.24	0.8	0.3
Mexico	N.A.	2.7[2]	32.0	.51	.26	.26	.26	0.7	N.A.
United Kingdom	3.4	1.7	24.4[3]	.44[3]	.29[3]	.22	.15[3]	0.3	0.3[2]
Ireland	5.6	4.2	22.6[4]	7.22	3.61	1.52	3.10	3.4	5.0
France	7.3[5]	0.7	N.A.	N.A.	.15	.14	N.A.	0.3	N.A.
Spain	N.A.	3.8	25.0[7]	.70[7]	.32[7]	.32[7]	.59[7]	0.4	N.A.
Hong Kong	8.3	8.3	5.0	1.12	1.06	1.06	.12	0.6	0.6
Japan	1.3	0.1	8.0[8]	.07	.06	.06	.02	2.6	0.1

Notes:

1 Figures for national tourist agency budgets and their relative significance should be used for purposes of general comparison only. Because of floating exchange rates, the actual purchasing power of various tourist organization budgets in U.S. dollars is likely to fluctuate significantly from year to year. This is particularly true for international promotion budgets. In addition, for some countries, overall tourism expenditures, expenditures on promotion, and/or expenditures as a proportion of revenues have been estimated for 1976 because of incomplete data. Finally, some governments expend substantial sums in support of tourism activities which do not register in the national tourist organization budget.

2 Gross domestic product.

3 Excludes budgets of the Scottish and Wales Tourist Boards; totals are thus understated.

4 1977 estimated budget.

5 1975 revenue and GNP data.

6 Based on 1977 promotional budget.

7 Based on 1975 budget.

8 Based on 1977 budget.

Source: Arthur D. Little, Inc. based on data supplied by the nine national tourist organizations, and data from International Financial Statistics, International Monetary Fund, April 1977.

- The total 1976 appropriation of $12.8 million for the U.S. Travel Service (USTS) was substantially lower than budget appropriations for government tourism agencies in Canada, Mexico, the United Kingdom, and Ireland. Although data is not listed, the evidence indicates that governmental tourism appropriations in France and Spain were significantly higher than the U.S. appropriation as well. Direct Japanese government appropriations for tourism, on the other hand, were substantially lower than U.S. appropriations, as was the case for Hong Kong.

- The United States had the lowest per capita expenditure for national tourist organization (NTO) activities ($.06) of any of the countries surveyed. The United Kingdom per capita expenditure was 7.3 times the U.S. expenditure, the Canadian per capita expenditure was 18.1 times the U.S. expenditure, and the Irish per capita expenditure was 120 times the U.S. per capita expenditure.

- Expenditures per capita on promotional activities in general and on international promotion in particular were similarly significantly lower in the U.S. than in seven of the eight areas surveyed. The average per capita expenditure on international promotion was $.54; the U.S. spent $.03 per capita on international promotion, or 18 times less than the average. Even the Japanese government, for which international tourism has only a marginal economic impact, spent twice what the U.S. spent on a per capita basis for international tourism promotion.

- The U.S. appropriation per capita for tourism research, planning, and development by the U.S. Travel Service was $.01, 50 times less than the average per capita expenditure on NTO research, planning, and development by the nine countries combined.

- At 0.1%, U.S. Government international promotional expenditures as a percentage of international visitor revenues were significantly lower than those of the eight foreign governments surveyed. The same was true for total U.S. expenditures on USTS activities as a percentage of total tourism revenues. In the international field, Ireland and Japan had the highest government promotional expenditures as a percentage of international revenues--3.4% and 2.6% respectively. The other governments were in the 0.3% to 0.8% range.

  At first glance, this might appear to support the contention that the U.S. is doing a relatively effective job in international promotion, spending only one-tenth of one percent in promotion for what the Nation gets back in revenues.

However, to accurately measure effectiveness, it would be necessary at a minimum to examine data on international tourism revenues before and after the implementation of an international promotional program, and to continue tracking the growth of revenues vis-a-vis the growth in promotional expenditures over time. A one-year static analysis is insufficient for drawing conclusions concerning effectiveness.

On the other hand, the data can also be interpreted to mean that U.S. international promotion efforts are currently minimal, relative to other countries and to the overall size of the United States' current and potential foreign visitor market. It is thus likely that a moderate increase in U.S. funding for international promotion would have more than offsetting positive effects on the growth of international tourism revenue. In other words, it is unlikely there would be a serious escalation in the percentage ratio of expenditures to revenues.

Finally, we should note that many government officials feel that the economic benefits of international promotion are only one form of the benefits which result from growth in international visitor traffic. International goodwill, intercultural appreciation, and understanding and acceptance of U.S. domestic and international policies are important non-economic reasons for supporting growth in international visitor flows.

B. Comparison of the National Tourism Policies of the Eight Foreign Governments Surveyed

Table 6 summarizes key characteristics of the national tourism policies of the various foreign governments surveyed as part of the study.

- Seven of the eight governments have some form of national tourism policy. Hong Kong, because of its status as a British colony and its small size, conducts tourism activities on the basis of internal tourism agency policy.

- Four of the seven national tourism policies (Mexico, United Kingdom, Ireland, Japan) were developed in the form of a specific legislated mandate independent of other legislative actions. In these four cases, the legislation consisted of a statement of overall policy goals and objectives and the identification of specific organizational or programmatic means for implementing the national policy.

- In the other three cases--France, Spain, and Canada--national tourism policies were reportedly developed on the basis of legislation or executive orders mandating new or reorganized government departments or bureaus. In the case of Canada, the detailed Federal policy on tourism was the result of recommendations by an inter-departmental committee which were adopted as internal policy guidelines.

TABLE 6

COMPARISON OF THE NATIONAL TOURISM POLICIES OF THE EIGHT FOREIGN GOVERNMENTS SURVEYED

Country	Existence of National Tourism Policy	Sources/Form of Tourism Policy	Key Tourism/Policy Goals/Objectives
Canada	Yes (Federal policy; no national policy)	Legislative mandate for Dept. of Industry, Trade, and Commerce; Inter-departmental committee recommendations	Growth/efficiency of tourism industry; Maximize income from tourism; Maximize contribution to quality of life.
Mexico	Yes	Independent legislative mandate	Promote tourism; protect tourism activities; and create, conserve, protect, and develop tourism resources.
United Kingdom	Yes	Independent legislative mandate	Encourage visitor traffic to and within Great Britain; encourage provision and improvement of tourist amenities; maximize tourism's contribution to employment and income.
Ireland	Yes	Independent legislative mandate	Maximize benefits from promotion/development of tourism by optimizing income from tourism as well as tourism's contribution to the balance of payments, quality of life, enhancement and protection of cultural heritage, and conservation of physical resources.
France	Yes	Legislative mandates for tourism/tourism-related agencies; Economic/social development plans	Expand overall tourism demand; stimulate development of employment and income in rural areas; support tourism opportunities for medium- and low-income segments of the population.
Spain	Yes	Legislative mandates for tourism/tourism-related agencies; Economic/social development plans	Support growth in international visitor traffic; promote growth in urban recreational facilities; maximize employment and income from tourism; reduce regional disparities in income.
Hong Kong	No	Internal tourism agency policy	Maximize international visitor traffic.
Japan	Yes	Independent legislative mandate	Support growth of domestic and international tourism; contribute to international friendship, development of the economy, and reduction in regional economic and social differences.

Source: Arthur D. Little, Inc.

- In several countries, national tourism policy goals and the means for policy implementation have been modified over time from the original mandated legislation in the light of changing requirements, conditions, and political needs. Successful policies have frequently embodied a degree of ambiguity or generality which permitted flexible and changing interpretation of the tourism policy mandate over time.

- Within the written mandates, statements of tourism policy goals and objectives ranged from the very brief and general to very detailed statements of programmatic objectives. Repeatedly mentioned policy goals included:

  - stimulation of domestic and international visitor traffic;

  - maximization of employment, income, and revenue benefits from tourism;

  - use of tourism for regional economic development goals;

  - development and conservation of historic, cultural, and natural resources for tourism;

  - maximization of efficiency in the tourism industry;

  - development of tourism opportunities for particular segments of the population, such as youth, minorities, or the economically disadvantaged;

  - protection of the environment; and

  - maximization of tourism's contribution to the overall quality of life.

C. Comparison of the Structure, Budgets, and Staffing of the National Tourist Organizations Surveyed

Table 7 provides a summary comparison of the form, budgets, and staffing of the eight foreign national tourist organizations surveyed.

- There are three key forms of national tourist organizations in the eight governments surveyed:

  - State tourism secretariats (independent or within larger ministries);

  - government agencies or bureaus within larger departments; and

  - quasi-public tourism authorities or boards.

TABLE 7

COMPARISON OF NATIONAL TOURIST ORGANIZATIONS OF THE EIGHT FOREIGN GOVERNMENTS SURVEYED

Country	Number and Name(s) of Principal National Tourist Organizations (NTO)	Form of Principal NTO(s)	NTO(s) Staff and Budget, 1977
Canada	(1): Canadian Government Office of Tourism	Government agency	$24.6 million; 322 staff
Mexico	(2): State Secretariat for Tourism	Government department	$16 million; 250-300 staff
	National Tourism Council	Government agency	$16 million, staffing not reported
United Kingdom	(4): British Tourist Authority	Quasi-public, government-funded enterprise	$16.3 million;[1] slightly under 500 staff
	Tourist Boards for England, Scotland, Wales	" " " "	$8.1 million;[2] about 175 staff (for English Tourist Board alone)
Ireland	(1): Irish Tourist Board	Quasi-public, government-funded enterprise	$22.1 million; 350 staff
France	(1): State Secretariat for Tourism	Government department	Not disclosed
Spain	(1): State Secretariat for Tourism	Government department	$25 million;[3] staffing not reported
Hong Kong	(1): Hong Kong Tourist Association	Quasi-public government-funded enterprise	$6.5 million; 152 staff
Japan	(3): Department of Tourism	Government agency	$1.2 million; 46 staff
	Japan National Tourist Organization	Quasi-public government-funded enterprise	$6.6 million; 135 staff
	Japan Tourist Association	Private industry association indirectly supported by government funding	$1.2 million;[1] staffing not reported

NOTES: [1] 1975 budget.

[2] 1976 budget.

[3] Arthur D. Little estimate of 1975 budget; the 1975 budget for the Ministry of Information and Tourism contained appropriations for other government information and communications activities as well.

Source: Arthur D. Little, Inc.

- Three of the eight NTO's are State secretariats for tourism. The Mexican Secretariat is independent; the French and Spanish Tourism Secretariats are located within ministries charged with additional responsibilities--the Ministry of Cultural Affairs and the Environment in the case of France, and the Ministry of Commerce and Tourism in the case of Spain.

- Two of the NTO's are government agencies within larger departments. The Canadian Government Office of Tourism is located within the Department of Industry, Trade, and Commerce. The Japanese Department of Tourism is located within the secretariat of the Department of Transportation. Mexico has an independent government agency--the National Tourism Council--which is primarily responsible for international promotion; the Council, however, reports to the State Tourism Secretariat for policy guidance and budgetary approval.

- The United Kingdom, Ireland, and Hong Kong all have tourist authorities or boards which are quasi-public, government-funded corporations which are able to carry out commercial activities and which receive some funding in the form of subscriptions from the private sector. All of these boards look to a government department for overall policy guidance and funding. In the United Kingdom, responsibility for international and domestic tourism activities is divided between the British Tourist Authority and three national tourist boards for England, Scotland, and Wales.

  The Japanese also have a quasi-public government-funded organization--the Japan National Tourist Organization (JNTO)--which is responsible for international promotion. JNTO receives overall policy guidance and budget approval from the Department of Tourism.

- One of the principal advantages of the quasi-public tourist authority or board lies in its potential for flexible management, staffing, and operation in dealing with the commercial aspects of tourism development and promotion. Government agencies and departments frequently tend to be bureaucratized and "rigid" in adapting to and serving the specialized needs of the industry and the traveling public. The quasi-public authority has the capability for close liaison and coordination with private sector interests and the consuming public. Commonly, private sector interests are subscribing members of such authorities and frequently they are asked to act as board directors.

- One of the key advantages of the government agency as a national tourist organization lies in its full capability to develop, interpret, implement, and be responsive to national tourism policy and to represent with authority within the government the interests of the tourism industry. In most cases, the

quasi-public tourist enterprise is responsive to a bureaucratic office within a government department or ministry which, in effect, has the real political authority and influence through its powers to approve or disapprove budgetary allocations.

- Among the foreign governments surveyed, the average 1977 national tourist organization budget was in the $20 million range, from a high of $24.6 million for Canada to a low of $6.5 million for Hong Kong.[1]

- Among the six foreign governments which reported the size of staff for their national tourism organizations, the average staff totals about 320 individuals. The smallest staffs belong to NTOs in Hong Kong and Japan, with 152 and a total of 181 respectively. The largest staffs belong to NTOs in the United Kingdom, with an estimated total of more than 700, including the national tourist boards for England, Scotland, and Wales.

- The majority of NTOs surveyed are organized internally along functional lines into divisions, branches, or subsecretariats for tourism marketing and development. Some NTOs have additional divisions or independent departments for planning and/or research. In others, these are subsumed within the marketing and development divisions. In some cases, departments or bureaus for industry regulation and for technical assistance are placed within divisions with combined responsibility for development and industry relations. In other cases, bureaus or offices with regulatory responsibilities are separated out, reporting directly to the agency or department head. Officials in several of the foreign governments indicated that internal departmental structure was frequently modified to suit the bureaucratic needs of top agency officials rather than necessarily to expedite the effectiveness of the organization's operations.

D. Comparison of Tourism Programs' Focus in the Eight Foreign Governments Surveyed

Table 8 summarizes data on tourism technical assistance, planning, development, and regulatory programs of the eight foreign governments surveyed. Table 9 provides a summary of key characteristics of international tourism promotional programs of the eight governments.

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[1] Spain, in 1975, had an estimated $25 million budget, but a large proportion of this was channeled into investment funds for hotel development. Budget figures should be used for purposes of general comparison only.

TABLE 8

COMPARISON OF TOURISM TECHNICAL ASSISTANCE, PLANNING, DEVELOPMENT AND REGULATORY PROGRAMS OF THE EIGHT FOREIGN GOVERNMENTS SURVEYED

Country	Existence of Industry Technical Assistance Programs	Existence of Comprehensive Tourism Planning Program	Existence of Government Financial Support for Tourism Development	Tourism Industry Sectors Regulated by the NTO
Canada	Yes	Pilot program for national tourism planning incomplete; Provincial tourism plans in various stages of completion	Yes	None
Mexico	Yes	Currently developing a national tourism plan	Yes; grants, loans, and loan guarantees	Price regulation of hotels, restaurants, tourist guides, tourism equipment rental firms, travel agencies
United Kingdom	Yes	Identification of national development areas; first attempts at comprehensive regional tourism planning underway	Yes; grants, loans, and implicit loan guarantees	None (Tour operators regulated by Civil Aviation Authority)
Ireland	Yes	Comprehensive national and regional tourism land-use plan completed	Yes; grants and loans	Registration and quality rating of hotels
France	Yes	Regional tourism development planning within the context of five-year economic development plans	Yes; grants and loans	Licensing of travel agents; regulation of price and quality of hotels
Spain	Yes	Identification of national tourism development areas; completed national inventory of tourism resources	Yes; grants and loans	Licensing of travel agents and hotels; quality grading of hotels
Hong Kong	Yes	None	None explicitly for tourism development	None
Japan	Yes	Site-specific planning for tourism facilities and recreational areas	Yes; grants and loans	Licensing of travel agents, examination of guide-interpreters

Source: Arthur D. Little, Inc.

TABLE 9

COMPARISON OF INTERNATIONAL TOURISM PROMOTIONAL PROGRAMS OF THE EIGHT FOREIGN GOVERNMENTS SURVEYED

Country	International Promotion Budget, 1977 (Millions of Current Dollars)	Number of Foreign Promotion Offices	International Promotional Focus	Location of Foreign Offices
Canada	$15.6 [1]	22	Travel trade, but also services consumers	Canadian embassies
Mexico	$16.0 (approximate)	11	Travel trade and consumers	Street-level offices
United Kingdom	$12.2 [2]	22	Travel trade, but also services consumers	Predominantly second-floor offices (open to public); uses British air carrier offices in some cases
Ireland	$ 9.5	23	Travel trade and consumers	Street-level offices; frequently shares space with Aer Lingus
France	$ 7.2 (approximate, excluding administrative costs)	32	Travel trade and consumers	Street-level offices; frequently shares space with Air France
Spain	$11.5 (approximate)	30	Travel trade and consumers	Street-level offices
Hong Kong	$ 6.1	9	Travel trade and consumers	Represented by Cathay Pacific Airways in additional locations
Japan	$ 6.6	16	Travel trade and consumers	Street-level offices

NOTES: [1] Estimated breakdown based on data supplied by Canadian Government Office of Tourism.

[2] 1975/76 budget.

Source: Arthur D. Little, Inc.

- All eight governments provide some forms of technical assistance to the public and private sectors of the tourism industry. In some cases, these are relatively elaborate programs providing such services as management training, assistance in land-use and project feasibility planning, brokerage assistance in financing tourism development, and aid in developing tourism programs at a regional or local level. In some other cases, technical assistance programs are less sophisticated, providing rudimentary technical training, aid in marketing techniques, assistance in tourism product development, and the like.

- Only one country--Ireland--has completed a comprehensive national tourism development plan with detailed identification of tourism and recreational needs on a regional and local basis and development of regionalized priorities for tourism development projects.

- Five of the remaining countries--the United Kingdom, Canada, France, Spain, and Mexico--are in one stage or another of initiating or completing tourism development plans on a regional or national basis. Most of the plans include identification of development regions into which tourism development funding is to be channeled. However, a number of these plans consist of little more than a broad and general identification of tourism and recreational needs with little attempt to reconcile conflicts and duplication in tourism development efforts in separate regions of the country.

- Seven of the governments either provide at present or have provided in the past some form of government financial support for tourism development. Most frequently, development financing has been used to support expansion of the accommodations sector, through direct grants, loans, or loan guarantees.

- Five of the eight national tourist organizations surveyed exercised some form of regulation over the tourism industry. The most frequently regulated sectors were accommodations and travel agencies. Travel agencies are licensed by the national tourist organizations of five countries. Tour operators are licensed in a sixth--the United Kingdom--but by the U.K. civil aviation authority, not by the NTO. Two of the governments--Mexico and France--directly control hotel prices.

- Expenditures on international promotion (including administrative costs of foreign promotion offices) averaged in the $10 million range for the eight surveyed governments in 1977. The largest international promotional budgets were those of Canada and Mexico, estimated by Arthur D. Little to be in the $15-16 million range. The lowest budgets were those of Hong Kong and Japan, at $6.1 and $6.6 million respectively.

- The NTOs of the eight governments have an average of 20.6 foreign promotional offices. France has the largest number with 32, while Hong Kong with nine has the smallest number. Several of the NTOs share office space with their national airlines in some destinations to reduce overhead costs of maintaining the offices.

- All of the NTOs provide direct service for consumers through their international promotion offices, although some clearly focus their promotional efforts on the travel trade. Most of the NTOs have at least some street-level offices abroad.

E. Comparison of Tourism Coordinating Mechanisms

Table 10 compares tourism coordinating mechanisms.

- Five of the eight governments reported the existence of a single central inter-agency coordinating council or committee for tourism. For the most part, these councils or committees are made up of representatives of departmental or subdepartmental heads from departments with programs having key impacts on tourism, in addition to the head of the tourism agency or secretariat (who is frequently chairman of the interagency coordinating body). In some cases, these coordinating bodies have been set up by specific legislation, in other cases by executive order. In most cases, the councils meet at regularly specified times, with a general mandate to advise the government on tourism policy, resolve conflict among agencies, and eliminate duplication in tourism and tourism-related programs.

  For the most part, these coordinating councils or committees were reported to operate with only partial success, with their chief weaknesses being variously identified as:

  - a lack of clear mandate;

  - a lack of accountability to other than the executive head of the government;

  - insufficient specification of procedures for conducting the business of the council or committee;

  - insufficient staff support to make the council or committee truly effective; and

  - insufficient high-level departmental representation;

TABLE 10

COMPARISON OF TOURISM COORDINATING MECHANISMS AMONG THE EIGHT FOREIGN GOVERNMENTS SURVEYED

Country	Existence of Single Inter-Agency Coordinating Council or Committee on Tourism	Existence of Central Gov't.-Regional/ Local Gov't. Policy and Planning Body	Existence of Single Central Gov't.-Private Sector Coordinating and Advisory Body
Canada	Yes (Inter-departmental Committee on Tourism)	Yes (Federal-Provincial Conference on Tourism)	Yes
Mexico	Yes (Inter-Se.retarial Executive Commission on Tourism)	None reported (handled by NTO regional representation)	None reported
United Kingdom	None reported (U.K. has numerous inter-departmental committees which deal with tourism matters, however)	None reported (handled by NTO regional organizations)	None reported (handled by NTO regional organizations and functional advisory committees)
Ireland	None reported	None reported (handled by NTO regional organizations)	None reported (handled by NTO regional organizations and functional advisory committees)
France	Yes	Yes	Yes (but numerous other functional committees exist as well)
Spain	Yes (Inter-Ministerial Tourism Commission)	Handled by NTO regional representation	None reported (handled by regional NTO representation and functional advisory committees)
Hong Kong	None reported	--	--
Japan	Yes (Tourism Policy Council; Inter-ministerial Liaison Council on Tourism)	Handled by NTO regional representation	None reported (handled by regional NTO representation and functional advisory committees)

Source: Arthur D. Little, Inc.

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- Two of the eight governments--Canada and France--reported the existence of a single chief central government/regional/local government policy and planning coordinating body. Most of the other governments had either a number of overlapping regional and local coordinating bodies or handled regional and local coordination through the regional offices of their NTOs.

- Two of the eight governments--Canada and France--reported the existence of a single central government/private sector coordinating and advisory body. Again, the other governments either handled such coordination through their regional tourist organizations or through links with a number of different private sector associations and ad hoc advisory committees.

APPENDIX A

Glossary of Key Terms Used in The National Tourism Policy Study

Terms and Definitions

Commuting - People daily going to and returning from their place of business or employment.

Heritage Resource - Any district, site, building, structure, or object significant in history, architecture, archeology, or culture at the national, regional, state, or local level.

Historical - Resource Any district, site, building, structure, or object significant in past events post-dating inhabitance of European man at the national, regional, State, or local level.

Architectural Resource - Any district, building, structure, or object of significant man-made construction at the national, regional, State, or local level.

Archeological Resource - Any site, structure or object significant in past events pre-dating inhabitance of European man at the national, regional, State, or local level.

Cultural Resource - Any district, site, building, structure, or object significant to any ethnic group at the National, regional, State, or local level.

Natural Heritage Resource - Any Nationally significant natural area which has exceptional value or qualities illustrating or interpreting the natural themes of the Nation, including outstanding geological formations of features significantly illustrating geological processes and natural phenomena; significant fossil evidence of the development of life on earth; an ecological community community significantly illustrating characteristics of a physiographic province or biome; a habitat supporting a uniquely outstanding, highly concentrated, rare endangered, or relict flora or fauna; and examples of the scenic grandeur of our national heritage.

Landmark - Any district, site, building, or structure significant in history architecture, archeology, or culture at the national, regional, State, or local level.

Leisure Time - Time that a person does not devote to work or personal maintenance and care.

Recreation - The action and activities of people engaging in constructive and personally pleasurable use of leisure time. Recreation may include passive or active participation in individual or group sports, cultural functions, natural and human history appreciation, non-formal education, pleasure travel, sightseeing, and entertainment.

Outdoor Recreation - The action and activities of people engaging in constructive and personally pleasurable use leisure time in an outdoor environment.

Indoor Recreation - The action and activities of people engaging in constructive and personally pleasurable use of leisure time in a man-made indoor environment.

Resource (Wildland) Recreation - The action and activities of people engaging in constructive and personally pleasurable use of leisure time in a setting outside of a community or urban environment where natural land and water resources are integral parts of the environment and activities. While various levels of man-made development may facilitate resource recreation, such development is not mutually exclusive of the natural environment.

Urban (Community) Recreation - The action and activities of people engaging in constructive and personally pleasurable use of leisure time in a community or urban environment where natural land or water resources need not necessarily be integral parts of the environment and activities.

Recreationist - A person who engages in recreation.

Travel (Tourism) - The action and activities of people taking trips (to a place(s) outside of their home communities) for any purpose except daily commuting to and from work.

Pleasure Travel - The action and activities of people taking trips (to a place(s) outside of their home communities) for recreation, entertainment, sightseeing, cultural pursuits, visiting friends and relatives, or other leisure-time activities.

Business Travel - The action and activities of people taking trips (to a place(s) outside of their home communities) to conduct business or other professional activities related to their employment.

Convention Travel - The action and activities of people taking trips (to a place(s) outside of their home communities) to attend conventions, conferences, or professional meetings.

Personal Travel - The action and activities of people taking trips (to a place(s) outside of their home communities) to conduct personal or family activities including shopping, medical visits, and moving place of residence, but excluding leisure and employment-related activities.

Traveler (Tourist) - A person who takes a trip.

Travel (Tourism) and Recreation Industry - The interrelated amalgamation of businesses, organizations, labor, and governmental agencies which totally or in part provide the means of transport, goods, services, accomodations, and other facilities, programs, and resources for travel and recreation.

Travel Industry - The interrelated amalgamation of businesses, organizations, labor, and governmental agencies which totally or in part provide the means of transport, goods, services, accommodations, and other facilities, programs, and resources for travel.

Recreation Industry - The interrelated amalgamation of businesses, organizations, labor, and governmental agencies which totally or in part provide the goods, services, accommodations, and other facilities, programs, and resources for recreation.

Public Sector - The Federal, regional, State, and local governmental agencies which totally or in part provide the goods, services, accomodations, and other facilities, programs, and resources for travel, tourism, and recreation.

Private Sector - The businesses, non-governmental organizations, associations, and labor which totally or in part provide the means of transport, goods, services, accommodations, and other facilities, programs, and resources for travel, tourism and recreation.

Trip - Going to a place(s) outside of one's home area or community.

Visitor (Nonresident) - Any person residing outside of an area who enters the area for any purpose except daily commuting to work. This term may be further qualified in a variety of ways as in park visitor, site visitor, area visitor, recreation visitor, etc.

Out-of-State Visitor - Any person residing outside of a State who enters the State for any purpose except daily commuting to work.

Foreign (International) Visitor - Any person residing outside of a country who enters the country for any purpose except daily commuting to work.

APPENDIX B

U.S. TRAVEL AND RECREATION AGENCY STAFFING PLAN (Option A)

This appendix indentifies staff positions and job ratings proposed by Arthur D. Little, Inc., based upon information provided by the agencies that now provide services and implement programs that are expected to be provided in the future by the new U.S. Travel and Recreation Agency. Staff requirements for new proposed services and programs not now provided by any Federal agency have been estimated and included. In addition, off-setting allowances have been made for the reduction of program activities and the elimination of some services and program functions now reflected in current USTS staffing. In some cases, where large numbers of temporary and/or part-time staff have been utilized, staffing has been converted to full-time employee equivalents for purposes of this appendix.

Summary Comparison of Estimated Number of Employees in Agencies Now Providing Services and Programs and the Number of Employees Proposed for the New U.S. Travel and Recreation Agency and the New Policy Council

Employee Grade Level	Existing Employees Aggregate[1]	Proposed USTRA[2] Employees	Proposed NRTPC[3] Employees	Net Change in number of Employees
Level IV	1	1	-	0
GS-17	2	1	-	-1
GS-16	3	3	-	0
GS-15	42	33	1	-8
GS-14	64	59	1	-4
GS-13	82	94	1	+13
GS-12	92	62	7	-23
GS-11	128	119	2	-7
GS-10	5	5	-	0
GS-9	69	89	-	+20
GS-8	17	11	-	-6
GS-7	93	118	1	+26
GS-6	42	35	-	-7
GS-5	109	101	2	-6
GS-4	82	102	-	+20
GS-3	6	1	-	-5
GS-2	5	-	-	-5
Ungraded	30	26	-	-4
Totals	872	860	15	+3

1/ USTS, BOR and NPS Employees now in programs and services.

2/ USTRA, new U.S. Travel and Recreation Agency.

3/ NTRPC - new National Travel Recreation Policy Council (See Appendix B for staffing plan).

1) OFFICE OF THE ADMINISTRATOR (7 staff)

- Administrator Executive Level IV
- Administrative Assistant for Tourism GS-14
- Administrative Assistant for Recreation GS-14
- Administrative Assistant for Heritage Resource Preservation GS-14
- Secretary GS-9
- Secretary GS-8
- Clerk-Typist GS-5

2) TRA EXECUTIVE COMMITTEE (no permanently assigned staff)

3) OFFICE OF THE EXECUTIVE DIRECTOR (15 staff)

- Executive Director GS-17
- Secretary GS-8

Policy Analysis

- Senior Policy Analyst and Congressional Liaison GS-15
- Policy Analyst (regulations) GS-13
- Travel/Recreation Economist GS-13
- Energy Economist GS-13
- Staff Assistant GS-9
- Secretary GS-7
- Clerk-Typist GS-5

Communications

- Information Officer GS-15
- Radio and TV Officer GS-13
- Visual Information Specialist GS-12

- Public Information Specialist GS-9
- Secretary GS-7
- Clerk-Typist GS-5

4) OFFICE OF ADMINISTRATION (48 staff)

- Director of Administration GS-15
- Administrative Assistant GS-11
- Secretary GS-7

(a) Office of Budget and Finance

- Budget Director GS-15
- Secretary GS-7
- Clerk-Typist GS-5

Budget

- Budget Analyst (formulation and implementation) GS-13
- Budget Analyst (monitoring and reporting) GS-11

Finance

- Accounting Officer GS-14
- Payroll Leader GS-7
- Payroll Clerk GS-5

Accounting (Operations)

- Accountant GS-13
- Accountant GS-9
- Accounting Technician GS-9
- Accounting Technician GS-6
- Accounting Clerk GS-4

Accounting (Grants)

- Accountant GS-13
- Accounting Technician GS-9
- Accounting Technician GS-5
- Accounting Clerk GS-4

Systems Management

- Systems Management Director GS-15
- Staff Assistant GS-9
- 2 Computer Specialists GS-13
- 2 Program Analysts GS-12
- Computer Programmer GS-11
- Program Analyst GS-7
- Computer Aid GS-5
- Clerk-Steno GS-5

(b) Office of Personnel

- Personnel Director GS-15
- Secretary GS-7
- EEO Officer GS-14

Personnel Services

- Assistant Personnel Officer GS-14
- Personnel Management Specialist GS-13
- Personnel Management Specialist GS-13
- Position Classification Specialist GS-12
- Personnel Assistant GS-8
- Secretary GS-7
- Clerk-Steno GS-5

Management Services

- Management Officer GS-14
- Management Analyst GS-12
- Correspondence Congressional Assistant GS-7
- Clerk-DMT GS-6
- Clerk-Typist GS-4

Office Service Unit

- Office Service Supervisor GS-7
- Clerk-General GS-5
- Mail Clerk GS-5

5) PROGRAM ACTIVITY CENTERS

a) VISITORS SERVICES CENTER (169 staff)

- Director of Visitor Services GS-15
- Deputy Director GS-15
- Secretary GS-8
- Secretary GS-7

(1) Consumer Services Division

- Director of Consumer Services GS-15
- Secretary GS-7

Office of Consumer Information

- Consumer Information Officer GS-13
- Travel Information Specialist GS-11
- Recreation Information Specialist GS-11
- Secretary GS-6

Office of Consumer Protection

- Consumer Protection Officer GS-13
- Consumer Protection Assistant GS-8
- Clerk-Typist GS-5

Office of Consumer Education

- Consumer Education Officer GS-13
- Travel Education Specialist GS-11
- Recreation Program Specialist GS-11
- Clerk-Typist GS-5

National Visitor Center

- Director of the National Visitor Center GS-15
- Deputy Director GS-13
- Administrative Officer GS-12
- Administrative Assistant GS-6
- Secretary GS-7
- Clerk-Typist GS-5

Maintenance

- Facility Maintenance Manager GS-12
- Building Engineer WG-10
- 2 Maintenance Mechanic Foremen WS-9
- 2 Pipefitters WG-10
- Carpenter WG-9
- 2 Electricians WG-10
- Painter WG-9
- Plumbing Worker WG-7

Maintenance (Cont'd)

- 2 Carpenter Helpers WG-5
- 8 Maintenance Workers WG-5
- Electrician Helper WG-5

Visitor Services

- Visitor Services Manager GS-13
- Visitor Services Specialist-Interpreter GS-12
- Visitor Services Specialist GS-11
- Visitor Services Specialist GS-9
- Audio-Visual Production Specialist GS-12
- Clerk-Typist GS-5
- Group Program Assistant GS-9
- 3 Visitor Services Technicians GS-5
- 26 Visitor Services Technicians GS-4
- Motor Vehicle Operator GS-5

(2) Foreign Visitor Facilitation Division

- Director of Foreign Visitor Facilitation Services GS-15
- Deputy Director of Foreign Operations GS-14
- Deputy Director of U.S. Operations GS-14
- Secretary GS-7
- Clerk-Typist GS-4

Office of Foreign Visitor Facilitation

- Facilitation and Information Officer GS-14
- Facilitation Specialist GS-11
- Travel Information Specialist GS-11

- Travel Information Assistant GS-8
- Clerk-Typist GS-4

Office of Foreign Travel Promotion

- Travel Promotion Officer GS-15
- Marketing Officer GS-14
- Travel Promotion Specialist GS-13
- Marketing Specialist GS-13
- Clerk-Typist GS-4

Office of Conventions and Expositions

- Convention and Exposition Officer GS-14
- Convention and Exposition Specialist GS-11
- Clerk-Typist GS-4

Foreign Regional Office

Canada - Regional Office

- Regional Director GS-15
- Deputy Regional Director GS-13
- Travel Promotion Officer GS-13
- Western Canada Operations Officer GS-13
- Visitor Center Manager GS-11
- Travel Information Assistant GS-7
- Travel Information Assistant GS-7
- 4 Local Staff

Mexico - Regional Office

- Regional Director GS-15
- Deputy Regional Director GS-13

- Travel Promotion Officer GS-13
- Northern Mexico Operations Officer GS-13
- Visitor Center Manager GS-11
- Travel Information Assistant GS-7
- Travel Information Assistant GS-7
- 4 Local Staff

Japan - Regional Office

- Regional Director GS-15
- Deputy Regional Director GS-13
- Travel Promotion Officer GS-13
- Asian New Markets Officer GS-13
- Visitor Center Manager GS-11
- Travel Information Assistant GS-7
- Travel Information Assistant GS-7
- 5 Local Staff

France - Regional Office

- Regional Director GS-15
- Deputy Regional Director GS-13
- Travel Promotion Office- GS-13
- European New Markets Officer GS-13
- Visitor Center Manager GS-11
- Travel Information Assistant GS-7
- Travel Information Assistant GS-7
- Travel Information Assistant GS-6
- 4 Local Staff

- International Convention Promotion Officer GS-14
- Conventions and Expositions Specialist GS-11

West Germany - Regional Office

- Regional Director GS-15
- Deputy Regional Director GS-13
- Travel Promotion Officer GS-13
- Visitors Center Manager GS-11
- Travel Information Assistant GS-7
- Travel Information Assistant GS-7
- 4 Local Staff

b) INDUSTRY SERVICE CENTER (404 Staff)

- Director of Industry Services GS-16
- Deputy Director of Washington Operations GS-15
- Deputy Director of Field Operations GS-15
- Secretary GS-8
- Secretary GS-7

Office of Industry Information

- Industry Information Officer GS-14
- Industry Information Specialist GS-12
- State/Local Information Specialist GS-12
- Industry Information Assistant GS-9
- State/Local Information Assistant GS-9
- Clerk-Typist GS-4

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Office of Data Services

- Data Services Officer GS-14
- Resource Analyst GS-13
- Economist GS-13
- Clerk-Typist GS-4

Office of Training and Education

- Training and Education Officer GS-14
- Industry Education Specialist GS-12
- Training Specialist GS-12
- Clerk-Typist GS-4

Office of Technical Assistance

- Technical Assistance Officer GS-14
- Secretary GS-7
- Technical Assistance Supervisor (Industry) GS-14
- Technical Assistance Specialist (Industry) GS-13
- Technical Assistance Specialist (Industry) GS-11
- Clerk-Typist GS-4
- Technical Assistance Specialist (Industry) GS-11
- Clerk-Typist GS-4
- Technical Assistance Supervisor (State/Local) GS-14
- Tourism Development Specialist (State/Local) GS-13
- Recreation Development Specialist (State/Local) GS-13
- Technical Assistance Specialist (State/Local) GS-11
- Clerk-Typist GS-4

U.S. Regional and Area Offices

Northwest Region

- Regional Director GS-15
- Secretary GS-7
- Administrative Officer GS-11
- Administrative Clerk GS-5
- Mail and File Clerk GS-4
- Information Officer GS-11
- Assistant Regional Director - Technical Assistance GS-14
- Clerk-Typist GS-6
- Supervisor Tourism and Recreation Specialist GS-13
- Technical Assistance Specialist GS-12
- 2 Technical Assistance Specialists GS-11
- Technical Assistance Specialist GS-9
- 2 Technical Assistance Specialists GS-7
- Technical Assistance Specialist GS-5
- Clerk-Typist GS-6
- Supervisor Federal Programs GS-13
- Technical Assistance Specialist GS-12
- Technical Assistance Specialist GS-11
- Assistant Regional Director - Planning Assistance GS-14
- Clerk Typist GS-6
- Supervisor Planner GS-13
- Planner GS-12
- Planner (Grants) GS-12

- Planner GS-11
- Planner (Grants) GS-11
- Planner GS-11
- 3 Planner GS-9
- 3 Planners GS-7
- Planner GS-5
- Clerk-Steno GS-5
- 2 Clerk-Typist GS-4

Pacific Southwest Region

- Regional Director GS-15
- Secretary GS-7
- Administrative Officer GS-11
- Administrative Clerk GS-5
- Mail and File Clerk GS-4
- Information Officer GS-11
- Assistant Regional Director - Technical Assistance GS-14
- Clerk-Typist GS-6
- Supervisor Tourism and Recreation Specialist GS-13
- Technical Assistance Specialist GS-12
- 2 Technical Assistance Specialists GS-11
- Technical Assistance Specialist GS-9
- 2 Technical Assistance Specialists GS-7
- Clerk-Typist GS-6
- Supervisor Federal Programs GS-13
- Technical Assistance Specialist GS-11

- Assistant Regional Director - Planning Assistance GS-14
- Clerk-Typist GS-6
- Supervisor Planner GS-13
- Planner GS-12
- Planner (Grants) GS-12
- Planner GS-11
- Planner (Grants) GS-11
- Planner GS-11
- 3 Planners GS-9
- 2 Planners GS-7
- Planner GS-5
- Clerk-Steno GS-5
- 2 Clerk-Typists GS-4

Mid-Continent Region

- Regional Director GS-15
- Special Assistant GS-14
- Administrative Officer GS-13
- Administrative Clerk GS-5
- Mail and File Clerk GS-4
- Information Officer GS-11
- Assistant Regional Director - Technical Assistance GS-14
- Staff Assistant GS-13
- Clerk-Typist GS-6
- Supervisor Tourism and Recreation Specialist GS-13
- Technical Assistance Specialist GS-12

- 2 Technical Assistance Specialists GS-11
- Technical Assistance Specialist GS-9
- 2 Technical Assistance Specialists GS-7
- Technical Assistance Specialist GS-5
- Clerk-Typist GS-6
- Supervisor Federal Pregrams GS-13
- Technical Assistance Specialist GS-12
- 4 Technical Assistance Specialists GS-11
- 4 Technical Assistance Specialists GS-9
- 4 Technical Assistance Specialists GS-7
- Assistant Regional Director - Planning Assistance GS-14
- Clerk-Typist GS-6
- Supervisor Planner GS-13
- Planner GS-12
- Planner (Grants) GS-12
- Planner GS-11
- Planner (Grants) GS-11
- Planner GS-11
- 5 Planners GS-9
- 4 Planners GS-7
- 6 Planners GS-5
- Clerk-Steno GS-5
- 7 Clerk-Typists GS-4

<u>Lake Central Region</u>

- Regional Director GS-15

- Secretary GS-7
- Administrative Officer GS-11
- Administrative Assistant GS-7
- Administrative Clerk GS-5
- Mail and File Clerk GS-4
- Information Officer GS-11
- Assistant Regional Director - Technical Assistance GS-14
- Clerk-Typist GS-6
- Supervisor Tourism and Recreation Specialist GS-13
- Technical Assistance Specialist GS-12
- 2 Technical Assistance Specialists GS-11
- Technical Assistance Specialist GS-9
- 2 Technical Assistance Specialists GS-7
- Technical Assistance Specialist GS-5
- Clerk-Typist GS-6
- Supervisor Federal Programs GS-13
- Technical Assistance Specialist GS-12
- 2 Technical Assistance Specialists GS-11
- Technical Assistance Specialist GS-9
- 2 Technical Assistance Specialists GS-7
- 2 Technical Assistance Specialists GS-5
- Assistant Regional Director - Planning Assistance GS-14
- Clerk-Typist GS-6
- Supervisor Planner GS-13
- Planner GS-12

- Planner (Grants) GS-12
- Planner GS-11
- Planner (Grants) GS-11
- Planner GS-11
- 3 Planners GS-9
- 4 Planners GS-7
- 3 Planners GS-5
- Clerk-Steno GS-5
- 6 Clerk-Typists GS-4

Southeast Region

- Regional Director GS-15
- Secretary GS-7
- Administrative Officer GS-12
- Administrative Clerk GS-5
- Mail and File Clerk GS-4
- Information Officer GS-11
- Assistant Regional Director - Technical Assistance GS-14
- Clerk-Typist GS-6
- Supervisor Tourism and Recreation Specialist GS-13
- Technical Assistance Specialist GS-12
- 2 Technical Assistance Specialists GS-11
- Technical Assistance Specialist GS-9
- 2 Technical Assistance Specialist GS-7
- Technical Assistance Specialist GS-5
- Clerk-Typist GS-6

- Supervisor Federal Programs GS-13
- Technical Assistance Specialist GS-12
- 3 Technical Assistance Specialists GS-11
- 4 Technical Assistance Specialists GS-9
- 4 Technical Assistance Specialists GS-7
- Assistant Regional Director - Planning Assistance GS-14
- Clerk-Typist GS-6
- Supervisor Planner GS-13
- Planner GS-12
- Planner (Grants) GS-12
- Planner GS-11
- Planner (Grants) GS-11
- Planner GS-11
- 4 Planners GS-9
- 4 Planners GS-7
- 6 Planners GS-5
- Clerk-Steno GS-5
- 7 Clerk-Typists GS-4

Northeast Region

- Regional Director GS-15
- Deputy Regional Director GS-15
- Secretary GS-7
- Secretary GS-7
- Administrative Officer GS-13
- Administrative Clerk GS-5

- Mail and File Clerk GS-3
- Information Officer GS-12
- Assistant Regional Director - Technical Assistance GS-14
- Staff Assistant GS-13
- Clerk-Typist GS-6
- Supervisor Tourism and Recreation Specialist GS-13
- Technical Assistance Specialist GS-12
- 2 Technical Assistance Specialists GS-11
- Technical Assistance Specialist GS-9
- 2 Technical Assistance Specialists GS-7
- Technical Assistance Specialist GS-5
- Clerk-Typist GS-6
- Supervisor Federal Programs GS-13
- Technical Assistance Specialist GS-12
- 3 Technical Assistance Specialists GS-11
- 5 Technical Assistance Specialists GS-9
- 5 Technical Assistance Specialists GS-7
- 3 Technical Assistance Specialists GS-5
- Assistant Regional Director - Planning Assistance GS-14
- Clerk-Typist GS-6
- Supervisor Planner GS-13
- Planner (Grants) GS-12
- Planner GS-11
- Planner (Grants) GS-11
- Planner GS-11

- 6 Planners GS-9
- 5 Planners GS-7
- 9 Planners GS-5
- 2 Staff Assistants GS-13
- Clerk-Steno GS-5
- 8 Clerk-Typists GS-4

South Central Region

- Regional Director GS-15
- Secretary GS-7
- Administrative Officer GS-12
- Administrative Clerk GS-5
- Mail and File Clerk GS-4
- Information Officer GS-11
- Assistant Regional Director - Technical Assistance GS-14
- Clerk-Typist GS-6
- Supervisor Tourism and Recreation Specialist GS-13
- Technical Assistance Specialist GS-12
- 2 Technical Assistance Specialists GS-11
- Technical Assistance Specialist GS-9
- 2 Technical Assistance Specialists GS-7
- Technical Assistance Specialist GS-5
- Clerk-Typist GS-6
- Supervisor Federal Programs GS-13
- Technical Assistance Specialist GS-12
- Technical Assistance Specialist GS-11

- Assistant Regional Director - Planning Assistance GS-14
- Clerk-Typist GS-6
- Supervisor Planner GS-13
- Planner GS-12
- Planner (Grants) GS-12
- Planner GS-11
- Planner (Grants) GS-11
- Planner GS-11
- 3 Planners GS-9
- 2 Planners GS-7
- Planner GS-5
- Clerk-Steno GS-5
- 2 Clerk-Typists GS-4

Alaska Area Office

- Area Director GS-14
- Secretary GS-5
- Administrative Officer GS-9
- Supervisor Tourism and Recreation Specialist GS-13
- Technical Assistance Specialist GS-12
- Technical Assistance Specialist GS-11
- Technical Assistance Specialist GS-9
- Supervisor Planner GS-13
- Planner GS-12
- 2 Planners GS-11
- Planner GS-9
- Clerk-Typist GS-5

c) TOURISM/RECREATION PLANNING CENTER (58 staff)

- Director of Tourism and Recreation Planning GS-16
- Deputy Director GS-14
- Secretary GS-8
- Secretary GS-7

Office of Federal Land Acquisition

- Federal Land Acquisition Officer GS-15
- Secretary GS-7
- Supervisor Planning and Acquisition GS-14
- Planner GS-12
- Planner GS-11
- Real Estate Specialist GS-12
- Clerk-Typist GS-5

Office of State and Local Programs

- State and Local Programs Officer GS-14
- Administrative Assistant GS-11
- Secretary GS-6
- Clerk-Typist GS-6
- Clerk-Typist GS-5
- Supervisor Grant Administration GS-14
- 2 Grants Administrators GS-14
- 3 Grants Administrators GS-13
- 3 Grants Administrators GS-12
- Grants Administrator GS-9
- Grants Administrator GS-7
- 2 Clerk-Typists GS-4

Office of Land and Water Resources

- Land and Water Resources Officer GS-15
- Secretary GS-7
- 4 Planners GS-14
- 3 Planners GS-13
- 3 Planners GS-12
- Planner GS-11
- 2 Clerk-Typists GS-4

Office of Tourism and Recreation Planning

- Planning Officer GS-14
- Secretary GS-6
- Planner GS-14
- Planner GS-13
- Planner GS-12
- Clerk-Typist GS-4

Office of Applied and Basic Research

- Basic and Applied Research Officer GS-14
- Secretary GS-6
- Economist GS-13
- Behavioralist GS-13
- Applied Research Officer GS-14
- Market Analyst GS-13
- Resource Specialist GS-13
- Clerk-Typist GS-4

d) HERITAGE RESOURCES CENTER (159 staff)

- Director of Heritage Resources GS-16
- Deputy Director GS-15
- Secretary GS-8
- Secretary GS-7

Office of Heritage Resource Grants

- Heritage Resource Grants Officer GS-13
- Grants Specialist GS-12
- 2 Grants Specialists GS-11
- Grants Specialist GS-9
- 3 Grants Specialists GS-7
- Secretary GS-7
- 2 Clerk-Typists GS-5
- Clerk-Typist GS-4

Technical Preservation Services

- Historian GS-15
- 2 Architects GS-14
- 5 Architects GS-11
- 3 Architectural Assistants GS-9
- Architectural Historian GS-13
- Architectural Historian GS-12
- 5 Architectural Historians GS-11
- 2 Architectural Historians GS-9
- Archeologist GS-12
- Archeologist GS-11

- 2 Archeologists GS-9
- Program Specialist GS-11
- Writer-Editor GS-11
- Writer-Editor GS-9
- Secretary GS-7
- Clerical Assistant GS-6
- Clerical Assistant GS-5
- 4 Clerk-Typists GS-4

Office of the Keeper of the National Registers

- Keeper of the National Registers GS-15
- Secretary GS-7

Planning

- Architectural Historian GS-14
- 2 Planners GS-13
- Planner GS-11
- Planner GS-9
- 2 Historians GS-12
- Historian GS-11
- 2 Research Assistants GS-7
- 2 Clerk-Typists GS-5
- 2 Clerk-Typists GS-4

Publications and Archives

- Writer-Editor GS-13
- Writer-Editor GS-11
- 3 Writer-Editors GS-9

- Writer-Editor GS-7
- Architectural Historian GS-12
- Architectural Historian GS-11
- Architectural Historian GS-9
- 2 Historians GS 11
- Historian GS-9
- 3 Research Assistants GS-7
- Supervisor Administrative Technician GS-8
- 2 Registry Clerks GS-5
- 2 Clerk-Typists GS-5
- 2 Clerk-Typists GS-4

Registration

- Architectural Historian GS-14
- Architectural Historian GS-13
- 6 Architectural Historians GS-11
- Historian GS-13
- Historian GS-11
- 2 Archeologists GS-11
- 2 Geologists or Paleontologists GS-11
- Clerical Assistant GS-6
- Clerk-Typist GS-5
- 3 Clerk-Typists GS-4

Office of Historical and Architectural Services

- Historical and Architectural Services Officer GS-14
- Historian GS-14

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- Historian (Publications) GS-14
- 2 Historians GS-13
- 2 Historians GS-9
- Architectural Historian GS-13
- Architectural Historian GS-9
- Secretary GS-7
- Clerk-Steno GS-6
- Clerical Assistant GS-6
- Clerk-Typist GS-5
- 2 Clerk-Typists GS-4

Historic American Buildings

- Architectural Historian GS-14
- Architect GS-13
- Architectural Assistant GS-9
- Photographer GS-13
- 2 Historians GS-12
- Historian GS-9
- Technical Collections Manager GS-12
- Writer-Editor GS-9
- Information Services Technician GS-8
- Secretary GS-7
- Archives Resources Technician GS-7
- Clerical Assistant GS-6
- Clerk-Typist GS-5
- Clerk-Typist GS-4

Historic American Engineering

- Engineer GS-14
- 2 Engineers GS-7
- Architect GS-13
- Historian GS-13
- Historian GS-11
- Secretary GS-7
- Clerk-Typist GS-5
- Clerk-Typist GS-4

Office of Interagency Archeological Services

- Interagency Archeological Services Officer GS-15
- Archeologist GS-14
- Archeologist GS-14
- Archeologist GS-11
- Archeologist GS-9
- 2 Archeological Assistants GS-7
- Secretary GS-7
- 2 Clerical Assistants GS-5
- 2 Clerk-Typists GS-4

APPENDIX C

NATIONAL TRAVEL AND RECREATION POLICY COUNCIL STAFFING PLAN

- Staff Director GS-15
- Federal Program Coordinator GS-14
- Tourism and Recreation Coordinator GS-13
- 4 Policy Analysts GS-12
- 3 Planners GS-12
- 2 Planners GS-11
- Secretary GS-7
- 2 Clerk-Typists GS-5

APPENDIX D

U.S. TRAVEL AND RECREATION AGENCY JOB DESCRIPTIONS OF KEY STAFF (Option A)

1) OFFICE OF THE ADMINISTRATOR

Administrator

The Administrator's job is described in Chapter VI under "Responsibilities of the Administrator of the United States Travel and Recreation Agency".

Administrative Assistant for Tourism

- Assists the Administrator in carrying out USTRA Executive Committee activities including determining operational policies for achieving agency objectives; directing preparation of annual program and planning documents for review by the NTRPC, the ITRPB, and the TRDB; and coordination of all USTRA program activities.

- assists the Administrator in providing management oversight and direction of USTRA operational policy development and program implementation related to tourism;

- assists the Administrator to insure coordination and utilization of services and facilities of other Federal Government departments in tourism related activities both domestically and internationally;

- assists the Administrator in directing cooperative agreements related to tourism with regional, State, or local government entities;

- consults with and assists the Administrator to organize conferences of representatives of industry, labor, State, local, and regional authorities, and other interested parties;

- assists the Administrator to provide leadership, direction, and guidance of tourism development;

- assists the Administrator to direct and develop the tourism related elements of a national plan to guide the growth of tourism in the national interests;

- assists the Administrator in the exploration of new forms of Federal-State-local-private sector collaborations to facilitate the development of domestic travel and development of facilities, services, and programs to better meet the needs of foreign visitors as well as U.S. residents; and

- provides technical guidance to the Administrator on tourism related matters.

Administrative Assistant for Recreation

- Assists the Administrator in carrying out USTRA Executive Committee activities including determining operational policies for achieving agency objectives; directing preparation of annual program and planning documents for review by the NTRPC, the ITRPB, and the TRDB; and coordination of all USTRA program activities;

- assists the Administrator in providing management oversight and direction of USTRA operational policy development and program implementation related recreation;

- assists the Administrator to insure coordination and utilization of services and facilities of other Federal Government departments in recreation related activities;

- assists the Administrator in directing cooperative agreements related to recreation with regional, State, or local government entities;

- consults with and assists the Administrator to organize conferences of representatives of industry, labor, State, local, and regional authorities, and other interested parties;

- assists the Administrator to provide leadership, direction, and guidance of recreation development;

- assists the Administrator to direct and develop the recreation related elements of a national plan to guide the growth of recreation in the national interests;

- assists the Administrator in the exploration of new forms of Federal-State-local-private sector collaborations to facilitate the development of recreational opportunities including the development of facilities, services, and programs to better meet the needs of foreign visitors as well as U.S. residents; and

- provides technical guidance to the Administration on recreation related matters.

Administrative Assistant for Heritage Resource Preservation

- Assists the Administrator in carrying out USTRA Executive Committee activities including determining operational policies for achieving agency objectives; directing preparation of annual program and

planning documents for review by the NTRPC, the ITRPB, and the TRDB; and coordination of all USTRA program activities;

- assists the Administrator in providing management oversight and direction of USTRA operational policy development and program implementation related to historic and natural heritage resource preservation;

- assists the Administrator to insure coordination and utilization of services and facilities of other Federal government departments in historic and natural heritage resource preservation activities;

- assists the Administrator in directing cooperative agreements related to historic or natural heritage resource preservation with regional, State, or local government entities;

- consults with and assists the Administrator to organize conferences of representatives of State, local, and regional authorities, and other interested parties;

- assists the Administrator to provide leadership, direction, and guidance of historic and natural heritage resource preservation;

- assists the Administrator to direct and develop the historic and natural heritage resource preservation elements of a national plan to guide the preservation of historic and natural heritage resources in the national interests;

- assists the Administrator in exploration of new forms of Federal-State-local-private sector collaborations to facilitate the preservation of historic and natural heritage resources including restoration and protection of resources and development of services and programs to better meet the needs of the nation; and

- provides technical guidance to the Administrator on historic and natural heritage resource preservation matters.

2) TRA EXECUTIVE COMMITTEE

(no permanently assigned staff)

3) OFFICE OF THE EXECUTIVE DIRECTOR

Executive Director

The Executive Director's job is described in Chapter VI under "Responsibilities of the Executive Director of the United States Travel and Recreational Agency."

4) OFFICE OF ADMINISTRATION

Director of Administration

- Functions as administrative officer for the USTRA within the Office of Administration;
- provides management oversight and direction to the Office of Budget and Finance and Office of Personnel;
- manages all phases of administrative functions including formulation and implementation of the budget, all financial accounting and auditing activities including operations and grants, personnel services, personnel management and utilization, procurement and personal services contracting, supply management, and office management;
- provides administrative guidance to the USTRA Administrator and Executive Director, and reports directly to the Executive Director; and
- insures the development of administrative procedures, methods and policies for the internal operations of the agency, including foreign and domestic regional offices.

Budget Director

- Functions as administrative officer of the Office of Budget and Finance;
- provides management oversight and direction to the staff of the Office of Budget and Finance;
- provides advisory service to operating officials on budgetary and accounting procedures;
- manages all phases of financial functions including assisting the Director of Administration in the formulation and implementation of the budget;
- coordinates the commitment, obligation and expenditure of funds including assisting the Director of Administration with supervision and review of the fiscal operations of the agency;
- prepares the budget and assists the Director of Administration in budget preparation and presentation to OMB; and
- acts as deputy director of administration in the absence of the Director.

Personnel Director

- Functions as administrative officer of the Office of Personnel;
- provides management oversight and direction to the staff of the Office of Personnel;
- acts as training counselor and training officer for the agency including assisting other officials in developing training plans;
- develops individual employee development plans;
- assists the Director of Administration in preparation of organizational and personnel plans; and
- reviews and approves personnel actions for USTRA employees and assists in interviewing and selection of agency personnel.

5) PROGRAM ACTIVITY CENTERS

a) VISITOR SERVICES CENTER

Director of Visitors Services

- Functions as the agency officer with administrative and technical responsibility for all functions assigned to the Visitors Services Center;
- serves on the USTRA Executive Committee as part of the USTRA management team;
- provides management oversight and direction to the Consumer Services Division and the Foreign Visitor Facilitation Division;
- manages all phases of visitor-related USTRA activities including formulation, implementation, and monitoring of visitor-related programs and services;
- provides program and policy guidance to the USTRA Administrator and Executive Director, and reports directly to the Executive Director;
- responsible for the development of marketing goals (foreign operations) and recommendations to the Executive Committee on the levels of resources to be allocated to markets (foreign) and programs (domestic and foreign):

- responsible for representing USTRA on the NTRPC Transportation and Facilitation Policy Committee and coordinating that committee's activities with the USTRA Executive Committee;

- provides technical guidance to the USTRA Administrator and Executive Director; and

- serves as coordinating officer on visitor-related issues with other USTRA Centers.

Deputy Director of Visitor Services

- Functions as the agency officer with administrative and technical responsibility for all functions assigned to the Visitors Service Center in the absence of the Director of Visitor Services;

- assists the Director in providing management oversight and direction to the Consumer Services Division and the Foreign Visitor Facilitation Division;

- assists the Director in managing all phases of visitor related TRA activities including formulation, implementation and monitoring of visitor related programs and services;

- assists the Director in the development of marketing goals (foreign operations) and in preparation of recommendations to the Executive Committee on the levels of resources to be allocated to markets (foreign) and programs (domestic and foreign); and

- assists in coordinating visitor related issues with other TRA Centers.

(1) CONSUMER SERVICES DIVISION

Director of Consumer Services

- Functions as the Center officer with administrative and technical responsibility for all functions assigned to the Consumer Services Division;

- provides management oversight and direction to the Office of Consumer Information, Office of Consumer Protection, Office of Consumer Education, and the National Visitor Center;

- provides technical guidance to the Director of Visitor Services and assists in formulation of consumer related programs and services;

- directs implementation and monitoring of consumer related programs and services; and

- responsible for coordination of activities within the Consumer Services Division.

Office of Consumer Information

Consumer Information Officer

- Provides day-to-day management oversight and direction to the staff of the Office of Consumer Information as well as actively participating in the assessment of consumer information needs and collection and review of available consumer travel and recreation informational materials;

- develops recommendations to the Director of Consumer Services for programs to generate consumer information and/or informational materials, including priorities, schedules, and budgets;

- develops and manages a system for the collection, storage, retrieval, maintenance, and dissemination of consumer travel and recreation information (consumer information clearing house function); and

- operates and directs staff in the operation of a mail and telephone consumer inquiry system.

Office of Consumer Protection

Consumer Protection Officer

- Provides day-to-day management oversight and direction of the staff of the Office of Consumer Protection as well as actively participating in the day-to-day activities of the office;

- develops recommendations to the Director of Consumer Services for procedures and with the Director's guidance implements those procedures for receiving consumer complaints on travel and recreation matters including redirecting or referring complaints to other Federal agencies, State or local government entities, or private industry as appropriate;

- responsible for cataloging all complaints so that type and extent of consumer problems can be determined for purposes of future Federal action; and

- recommends mitigating actions or programs to the Director of Consumer Services when such actions or programs are justified by documentation through the cataloging activity.

Office of Consumer Education

Consumer Education Officer

- Provides day-to-day management oversight and direction to the staff of the Office of Consumer Education as well as actively participating in the assessment of consumer needs for educational materials on travel and recreation and collection and review of available consumer travel and recreation educational materials;

- develops recommendations to the Director of Consumer Services for programs to generate consumer educational materials, including priorities, schedules and budgets; and

- develops and directs staff in the development of educational materials and programs approved by the Executive Committee.

National Visitor Center

Director of the National Visitor Center

- Provides day-to-day management oversight and direction to the staff of the National Visitor Center;

- directs the assessment of visitor needs for travel information that could be met by brochures, displays, and other programs appropriate to the National Visitor Center;

- develops recommendations to the Director of Consumer Services for programs to generate and distribute visitor information through the Center, including priorities, schedules, and budgets; and

- develops and manages systems, in cooperation with the Consumer Information Officer, for dissemination of consumer information as well as procedures for referral of requests for other information not available at the National Visitor Center.

(2) FOREIGN VISITORS FACILITATION DIVISION

Director of Foreign Visitor Facilitation Services

- Functions as the Center officer with administrative and technical responsibility for all functions assigned to the Foreign Visitor Facilitation Division;

- provides management oversight and direction to the Office of Foreign Visitor Facilitation, Office of Foreign Travel Promotion, Office of Conventions and Expositions, and the Foreign Regional Offices;

- provides technical guidance to the Director of Visitor Services and assists in formulation of foreign visitor related programs, services, and marketing plans;

- directs implementation and monitoring of foreign visitor related programs, services, and marketing plans; and

- responsible for coordination of activities within the Foreign Visitor Facilitation Division.

Deputy Director of Foreign Operations

- Supervises and coordinates development of marketing plans for each Foreign Regional Office and designated special markets;

- provides liaison and coordination with USIA for operation of visitor informational materials centers in overseas USIS facilities;

- provides liaison with State Department and the Office of International Marketing (DIBA) for cooperative overseas programs;

- reviews marketing plans and monitors performance of Foreign Regional Offices and provides technical guidance to the Director of Foreign Visitor Facilitation Services; and

- assists Director of Foreign Visitor Facilitation Services in providing management oversight and direction to the Foreign Regional Offices.

Deputy Director of U.S. Operations

- Supervises and coordinates implementation of U.S. based activities related to foreign visitor programs;

- assists Director of Foreign Visitor Facilitation Services in providing management oversight and direction to the Office of Foreign Visitor Facilitation, Office of Foreign Travel Promotion and the Office of Conventions and Expositions; and

- Provides technical guidance to the Director of Foreign Visitor Facilitation Services and assists in formulation of programs and services.

Office of Foreign Visitor Facilitation

Facilitation and Information Officer

- Provides day-to-day management oversight and direction to the staff of the Office of Foreign Visitor Facilitation as well as

actively participating in the assessment of foreign visitor information and facilitation needs and collection and review of available consumer travel and recreation information materials, both domestic and foreign;

- develops recommendations to the Deputy Director of U.S. Operations for programs to generate foreign visitor information and/or informational materials, including priorities, schedules and budgets; and

- develops and directs staff in the development of informational materials and programs approved by the Executive Committee including participation in a program to create on-site foreign visitors centers in each Foreign Regional Office country; and

- develops and manages a system for the collection, storage, retrieval, maintenance, and dissemination of foreign visitor information (foreign visitor information clearing house function).

Office of Foreign Travel Promotion

Travel Promotion Officer

- Provides day-to-day management oversight and direction to the staff of the Office of Foreign Travel Promotion as well as actively participating in the assessment of existing foreign travel promotion programs and marketing plans;

- monitors foreign visitor activities and identifies special markets and potential new primary markets;

- monitors foreign marketing programs and identifies need for new or additional tourism promotion program activities;

- identifies opportunities for Federal/private sector, Federal/State, and Federal/local cooperative promotion program activities; and

- reviews and makes recommendations to the Deputy Director of Foreign Operations on marketing programs developed by Foreign Regional Offices.

Office of Conventions and Expositions

Convention and Exposition Officer

- Provides day-to-day management oversight and direction to the staff of the Office of Conventions and Expositions as well as

actively participating in the in-depth study of exposition proposals and making recommendations to the Executive Committee with respect to Federal recognition of such events (the Administrator would make USTRA recommendations to the NTRPC following Executive Committee review);

- for officially recognized events, (i.e., events approved by the NTRPC and the President), prepares reports on behalf of the NTRPC, at the direction of the Executive Committee, for submission by the President to the Congress on the manner, form and extent of Federal participation;

- provides for implementation of U.S. participation in expositions authorized by the President and the Congress; and

- provides U.S. based support services and coordination for the Paris based international convention promotion activities.

Foreign Regional Offices

Regional Director

- Provides day-to-day management oversight and direction to the staff of the Foreign Regional Office, and the related Visitors Center;

- develops regional marketing plans with supervision and coordination provided by the Deputy Director of Foreign Operations for approval by the Executive Committee;

- directs sales promotion program, travel press relations program, and other elements of the regional marketing plan;

- develops specifications for regionally unique promotional and informational literature, and reviews and makes recommendations on all other literature developed for use in Foreign Regional Offices;

- supervises use and distribution of USTRA literature within his/her assigned market area;

- responsible for market research related to his/her assigned market area including procurement of research services;

- responsible for monitoring private and public sector activities of competitors with his/her assigned market area including reporting on such activities to USTRA headquarters; and

- responsible for liaison and cooperative activities with other appropriate U.S. Government agencies within his/her market area.

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b) INDUSTRY SERVICES CENTER

Director of Industry Services

- functions as the agency officer with administrative and technical responsibility for all functions assigned to the Industry Services Center;
- serves on the USTRA Executive Committee as part of the USTRA management team;
- provides management oversight and direction to the Office of Industry Information, Office of Data Service, Office of Training and Education, Office of Technical Assistance, and the USTRA United States Regional and Area Offices;
- manages all phases of industry-(including State and local sectors) related USTRA activities including formulation, implementation, and monitoring of industry-related programs and services;
- provides program and policy guidance to the USTRA Administrator and Executive Director, and reports directly to the Executive Director;
- responsible for recommendations to the Executive Committee on the levels of resources to be allocated to U.S. Regional and Area Office operations and to industry services and programs;
- responsible for representing USTRA on the NTRPC Economic Development Policy Committee and coordinating that committee's activities with the USTRA Executive Committee;
- provides technical guidance to the USTRA Administrator and Executive Director; and
- serves as coordinating officer on industry-related issues with other USTRA Centers.

Deputy Director of Washington Operations

- Functions as the agency officer with administrative and technical responsibility for all functions assigned to the Industry Services Center in the absence of the Director of Industry Services;
- assists the Director in providing management oversight and direction to the Office of Industry Information, Office of Data Services, Office of Training and Education, and Office of Technical Assistance;
- assists the Director in managing all phases of industry-related

- USTRA activities, including formulation, implementation, and monitoring of industry-rela ted programs and services;

- assists in coordinating industry-related issues with other USTRA Centers; and

- provides technical guidance to the Director of Industry Services and assists in formulation of programs and services.

Deputy Director of Field Operations

- Assists the Director of Industry Services in providing management oversight and direction to the U.S. Regional and Area Offices;

- supervises and coordinates development of operational pland for each Regional and Area Office;

- provides liaison and coordination with other Center Offices;

- reviews operational plans and monitors performance of Regional and Area Offices and provides technical guidance to the Director of Industry Services.

Office of Industry Information

Industry Information Officer

- Provides day-to-day management oversight and direction to the staff of the Office of Industry Information as well as actively participating in the assessment of industry information needs and collection and review of available industry informational materials;

- develops recommendations to the Director of Industry Services for programs to generate industry information and/or informational materials, including priorities, schedules, and budgets;

- develops and manages a system for the collection, storage, retrieval, maintenance, and dissemination of industry information (industry information clearinghouse function); and

- operates and directs staff in the operation of a mail and telephone industry inquiry system.

Office of Data Services

Data Services Officer

- Provides day-to-day management oversight and direction to the staff of the Office of Data Services as well as actively participating in the assessment of industry (including State and local

sectors) data needs and collection and review of available tourism, recreation, and heritage data;

- develops recommendations to the Director of Industry Services for programs to generate industry data, including priorities, schedules, and budgets;

- develops and manages a system for the collection, storage, retrieval, maintenance, and dissemination of industry data (industry data clearinghouse function); and

- operates and directs staff in the support of the operation of a mail and telephone industry inquiry system within the Office of Industry Information.

Office of Training and Education

Training and Education Officer

- Provides day-to-day management oversight and direction of the staff of the Office of Training and Education as well as actively participating in the assessment of industry (including State and local sectors) training and education needs;

- develops recommendations to the Director of Industry Services for training and educational programs, materials, and curricula, including priorities, schedules, budgets, and implementation plans; and

- develops and directs staff in the development of training and educational materials, programs, and curricula approved by the Executive Committee.

Office of Technical Assistance

Technical Assistance Officer

- Provides day-to-day management oversight and direction of the staff of the Office of Technical Assistance as well as actively participating in the assessment of existing technical assistance programs and the needs of industry (including State and local sectors) for tourism, archeological, recreation, and heritage preservation professional advisory services;

- develops recommendations to the Director of Industry Services for technical assistance programs and materials, including priorities, schedules, budgets, and implementation plans;

- monitors regional and area office technical assistance activities and identifies need for new or additional technical assistance services;

- identifies opportunities for Federal/private sector, Federal/State, and Federal/local cooperative technical assistance activities;

- reviews and makes recommendations to the Deputy Director of Field Operations on professional advisory services provided by the regional and area offices; and

- develops and directs staff in the development of technical assistance literature and delivery systems for use by the regional and area offices and others.

U.S. Regional and Area Offices

Regional Office Director

- Provides day-to-day management oversight and direction to the staff of the Regional Office;

- develops regional office operational plans with supervision and coordination provided by the Deputy Director of Field Operations for approval by the Executive Committee;

- directs the assessment of regional needs for technical assistance, planning, education, and research programs of regional, State, and local governments and private industry;

- supervises USTRA service and grant programs within his/her region;

- responsible for monitoring private and public sector activities within the region, including reporting on such activities to USTRA headquarters;

- responsible for liaison and cooperative activities with industry (including State and local sectors) and other appropriate Federal agencies within the region; and

- develops regional tourism, recreation, and heritage resource plans incorporating state plans and appropriate region-wide data.

Area Office Director

- Provides day-to-day management oversight and direction to the staff of the Area Office;

- develops area office operational plans with supervision and coordination provided by the appropriate Regional Office Director;

- directs the assessment of area needs for technical assistance, planning, education, and research programs of State and local governments and private industry;

- USTRA service and grant programs within his/her area;

- responsible for monitoring private and public sector activities within the area, including reporting on such activities to the appropriate regional office; and

- responsible for liaison and cooperative activities with industry (including State and local sectors) and appropriate Federal agencies within the area.

c) TOURISM/RECREATION PLANNING CENTER

Director of Tourism and Recreation Planning

- Functions as the agency officer with administrative and technical responsibility for all functions assigned to the Tourism/ Recreation Planning Center;

- serves on the USTRA Executive Committee as part of USTRA management team;

- provides management oversight and direction to the Office of Federal Land Acquisition, Office of State and Local Program, Office of Land and Water Resources, Office of Tourism and Recreation Planning, and the Office of Basic and Applied Research;

- manages all phases of planning-related USTRA activities, including formulation, implementation, and monitoring of planning-related programs and services;

- provides program and policy guidance to the USTRA Administrator and Executive Director, and reports directly to the Executive Director;

- responsible for recommendations to the Executive Committee on the levels of resources to be allocated to planning, research, and related programs;

- responsible for formulation and maintenance of a comprehensive tourism, recreation and heritage resource preservation plan;

- administers a program of financial assistance to the States, and through States to local public agencies for planning, acquiring,

and developing public tourism and recreation resources;

- responsible for coordinating recreational land acquisition with selected Federal agencies;

- responsible for providing tourism/recreation planning assistance at Federal water projects;

- responsible for representing USTRA on the NTRPC Energy and Natural Resources Policy Committee and coordinating that Committee's activities with the USTRA Executive Committee;

- provides technical guidance to the USTRA Administrator and Executive Director; and

- serves as coordinating officer on planning-related issues with other USTRA Centers.

Deputy Director

- Functions as the agency officer with administrative and technical responsibility for all functions assigned to the Tourism/Recreation Planning Center in the absence of the Director of Tourism and Recreation Planning;

- assists the Director in providing management oversight and direction to the Office of Federal Land Acquisition, Office of State and Local Programs, Office of Land and Water Resources, Office of Tourism and Recreation Planning, and the Office of Basic and Applied Research;

- assists the Director in managing all phases of planning-related programs and services;

- assists the Director in guiding the formulation and maintenance of comprehensive tourism, recreation and heritage resource preservation plan;

- assists the Director in administering financial assistance programs;

- assists the Director in coordinating recreational land acquisition with other Federal agencies;

- provides technical guidance to the Director of Tourism and Recreation Planning and assists in formulation of programs and services; and

- assists in coordinating planning-related issues with other USTRA Centers.

Office of Federal/Land Acquisition

Federal Land Acquisition Officer

- provides day-to-day management oversight and direction to the staff of the Office of Federal Land Acquisition as well as actively participating in the assessment of needs for additional Federal lands, to be acquired by others, to provide adequate recreation and travel opportunities and to protect unique natural or historical resources;

- develops recommendations to the Director of Tourism and Recreation Planning for acquisition programs, including priorities, schedules, budgets, and implementation plans;

- responsible for day-to-day coordination of a program of recreation land acquisition with the National Park Service, the Forest Service, the Bureau of Land Management, and the Fish and Wildlife Service; and

- responsible for encouraging, supporting, coordinating, and guiding acquisition programs by others, including identifying potential donors who may purchase or give important recreation lands for Federal agencies.

Offices of State and Local Programs

State and Local Program Officer

- provides day-to-day management oversight and direction to the staff of the Office of State and Local Programs as well as actively participating in the administration of the Land and Water Conservation Fund and other grant-in-aid programs;

- supervises apportioned funds and compliance reviews for approval of funded ongoing projects;

- develops recommendations to the Director of Tourism and Recreation Planning for procedures, regulations, and priorities for grants to States, cities and others, including apportionments to States and procedures related to planning;

- responsible for administering, on a day-to-day basis, a program of financial assistance to the States for planning, acquiring, and developing public tourism and recreation resources; and

- responsible for conducting ongoing reviews of State Comprehensive Tourism, Recreation, and Heritage Resource Preservation Plans for continued adequacy and coordination with nationwide plans.

Office of Land and Water Resources

Land and Water Resources Officer

- Provides day-do-day management oversight and direction to the staff of the Office of Land and Water Resources as well as actively participating in the assessment of needs for special studies of resources having national or regional significance for tourism and recreation;

- develops recommendations to the Director of Tourism and Recreation Planning for land and water studies programs, including priorities, schedules, budgets and implementation plans;

- responsible for administering Wild and Scenic Rivers and National Trails Program; and

- directs special land and water resource studies and encourages, supports, coordinates, and guides the development of such studies by others.

Office of Tourism and Recreational Planning

Planning Officer

- Provides day-to-day management oversight and direction to the staff of the Office of Tourism and Recreation Planning as well as actively participating in assessing the need for additional or innovative planning techniques and guidelines;

- develops recommendations to the Director of Tourism and Recreation Planning for planning-related programs including priorities, schedules, budgets, and implementation plans;

- develops procedures for formulation and maintenance of a comprehensive tourism, recreation, and heritage resource preservation plan; and

- plans and guides planning process, coordinating the efforts of USTRA and others, including aggregation of the State plans and other Federal agency plans into broad national plans.

Office of Basic and Applied Research

Basic and Applied Research Officer

- Provides day-to-day management oversight and direction to the staff of the Office of Basic and Applied Research as well as actively participating in the assessment of needs for basic research (motivational, behavioral, social, environmental, etc.) and applied research (surveys, market studies, feasibility studies, impacts, etc.);

- develops recommendations to the Director of Tourism and Recreation Planning for research programs, including priorities, schedules, and budgets;

- develops and manages a system for the collection, storage, retrieval, maintenance, and dissemination of basic and applied research findings (research clearinghouse function); and

- operates and directs staff in the support of the operation of a mail and telephone inquiry system within the Office of Industry Information.

d) HERITAGE RESOURCES CENTER

Director of Heritage Resources

- Functions as the agency officer with administrative and technical responsibility for all functions assigned to the Heritage Resources Center;

- serves on the USTRA Executive Committee as part of the USTRA management team;

- provides management oversight and direction to the Office of Heritage Resource Grants, Office of the Keeper of the National Registers, Office of Historical and Architectural Services, and the Office of Interagency Archeological Services;

- manages all phases of heritage-related USTRA activities, including formulation, implementation, and monitoring of heritage-related programs and services;

- provides program and policy guidance to the USTRA Administrator and Executive Director, and reports directly to the Executive Director;

- responsible for recommendations to the Executive Committee on the levels of resources to be allocated to heritage resource programs;

- responsible for the administration of the matching grants-in-aid program, project grants, and state aid for plans and surveys;

- responsible for the Center's participation in and coordination with the Tourism/Recreation Planning Center's planning and grant programs;

- responsible for directing the administration of appropriate provisions of the Tax Reform Act of 1976;

- responsible for providing guidance to communities acting as Federal agencies under the Block Grant Program of the Housing and Community Development Act of 1974;

- responsible for representing USTRA on the NTRPC Health, Education, and Cultural Affairs Policy Committee and coordinating that Committee's activities with the USTRA Executive Committee;

- provides technical guidance to the USTRA Administrator and Executive Director; and

- serves as coordinating officer on heritage resource-related issues with other USTRA Centers.

Deputy Director

- functions as the agency officer with administrative and technical responsibility for all functions assigned to the Heritage Resources Center in the absence of the Director of Heritage Resources;

- assists the Director in providing management oversight and direction to the Office of Heritage Resource Grants, Office of the Keeper of the National Registers, Office of Historical and Architectural Services, and the Office of Interagency Archeological Services;

- assists the Director in managing all phases of heritage-related TRA activities including formulation, implementation, and monitoring of heritage-related programs and services;

- assists the Director in preparation of recommendations to the Executive Committee on levels of resources to be allocated to heritage resource programs;

- assists the Director in the administration of the matching grants-in-aid program, project grants, and state aid for plans and surveys;

- assists the Director in assuring the Center's participation in and coordination with the Tourism/Recreation Planning Center's planning and grant programs; and

- assists the Director in coordinating heritage resource-related issues with other USTRA Centers.

Office of Heritage Resource Grants

Heritage Resource Grants Officer

- Provides day-to-day management oversight and direction to the staff of the Office of Heritage Resource Grants as well as actively participating in the administration of all heritage resource grant programs and in the assessment of needs for technical information on the preservation and restoration of cultural properties;

- develops recommendations to the Director of Heritage Resources for programs, in conjunctions with the Industry Information Officer, including priorities for development, schedule, budget, and implementation plan to generate technical information materials;

- develops and manages, in conjunction with the Industry Information Officer, a system for the collection, storage, retrieval, and dissemination of technical information materials (preservation and restoration information clearinghouse function);

- develops recommendations to the Director of Heritage Resources for procedures, criteria, guidelines, and priorities for fiscal management; and

- advises Federal agencies and others in the preservation and protection of cultural properties and natrual heritage resources.

Office of the Keeper of the National Registers

Keeper of the National Registers

- Provides day-to-day management oversight and direction of the staff of the Office of the Keeper of the National Registers;

- responsible for maintaining the National Register of Historic Places and establishing and maintaining a National Register of National Natural Heritage Resources;

- develops and disseminates standards and guidelines for the development of State comprehensive heritage resource plans as part of the overall USTRA planning process directed by the Tourism/Recreation Planning Center;

- responsible for review of the heritage resource preservation portion of State Comprehensive Tourism, Recreation, and Heritage Resource Preservation Plans;

- responsible for broad dissemination of information contained in the National Registers;

- provides expert advisory services to other Federal agencies, States, communities, and others;

- develops recommendations to the Director of Heritage Resources for criteria and standards for nomination for inclusion in the National Registers; and

- responsible for determining eligibility of properties and resources for inclusion in the National Registers and assessing the significance of such properties and resources based on criteria approved by the Director of Heritage Resources and the USTRA Executive Committee.

Office of Historical and Architectural Services

Historical and Architectural Services Officer

- Provides day-to-day management oversight and direction to the staff of the Office of Historical and Architectural Services;

- manages process for identification, study, external expert review and recommendations, coordination, and designation of National Historic Landmarks and National Natural Heritage Resource Landmarks;

- responsible for promoting public awareness of the importance of heritage preservation;

- responsible for documentation relating to landmarks; and

- provides information, assistance, and expert advisory services to other USTRA Centers, other Federal agencies, States, communities, and others.

Office of Interagency Archeological Services

Interagency Archoelogical Services Officer

- Provides day-to-day management oversight and direction to the staff of the Office of Interagency Archoelogical Services as well as serving as the Federal Consulting Archeologist;

- develops recommendations to the Director of Heritage Resources for policies, standards, and procedures for the professional oepration of a nationwide program for salvage of archeological remains;

- responsible for assessing Federal agencies' needs for professional archeological services and recommends to the Director of Heritage Resources which needs should be met by USTRA, including priorities, schedules, budgets, and implementation plans for provision of services;

- responsible for issuing permits for archeological exploration of Federally-owned or controlled lands; and

- develops and disseminates information on archeological research methods, including archeological salvage techniques.

APPENDIX E

U.S. TRAVEL BUREAU STAFFING PLAN (OPTION B)

1) OFFICE OF THE DEPUTY UNDER SECRETARY (3 staff)

- Deputy Under Secretary GS-18 (Level IV)
- Administrative Assistant GS-12
- Secretary GS-9

2) USTB EXECUTIVE COMMITTEE (no permanently assigned staff)

3) OFFICE OF THE EXECUTIVE DIRECTOR (6 staff)

- Executive Director GS-17
- Senior Policy Analyst & Congressional Liaison GS-15
- Policy Analyst GS-13
- Economist GS-13
- Secretary GS-8
- Clerk-Typist GS-5

4) OFFICE OF ADMINISTRATION (6 staff)

- Director of Administration GS-15
- Senior Budget Analyst (formulation & implementation) GS-13
- Administrative Assistant for Personnel GS-11
- Budget Analyst (monitoring & reporting) GS-9
- Secretary GS-6
- Mail Clerk GS-3

5) PROGRAM ACTIVITY CENTERS

a) CONSUMER SERVICES CENTER (11 staff)

- Director of Consumer Services GS-15
- Deputy Director GS-14
- Secretary GS-7

Office of Consumer Information

- Consumer Information Officer GS-13
- Travel Information Specialist GS-11
- Travel Information Assistant GS-8

Office of Consumer Protection

- Consumer Protection Officer GS-13
- Clerk-Typist GS-4

Office of Consumer Education

- Consumer Education Officer GS-14
- Travel Education Specialist GS-13
- Clerk-Typist GS-4

b) FOREIGN VISITOR FACILITATION CENTER (86 staff)

- Director of Foreign Visitor Facilitation Services GS-15
- Deputy Director GS-14
- Secretary GS-7

Office of Foreign Visitor Facilitation

- Foreign Visitor Facilitation Officer GS-13
- Facilitation Specialist GS-11
- Clerk-Typist GS-4

Office of Foreign Consumer Information

- Foreign Consumer Information Officer GS-13
- Travel Information Specialist GS-11
- Travel Information Assistant GS-8

Office of Foreign Travel Promotion

- Foreign Travel Promotion Officer GS-15
- Marketing Officer GS-14
- Travel Promotion Specialist GS-13
- Marketing Specialist GS-13
- Convention and Exposition Officer GS-14
- Convention and Exposition Specialist GS-11
- Clerk-Typist GS-4
- Clerk-Typist GS-4

Foreign Regional Offices

Canada - Regional Office

- Regional Director GS-15
- Deputy Regional Director GS-13
- Travel Promotion Officer GS-13
- Western Canada Operations Officer GS-13
- Visitor Center Manager GS-11
- Travel Information Assistant GS-7
- Travel Information Assistant GS-7
- 4 Local Staff

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Mexico - Regional Office

- Regional Director GS-15
- Deputy Regional Director GS-13
- Travel Promotion Officer GS-13
- Northern Mexico Operations Officer GS-13
- Visitor Center Manager GS-11
- Travel Information Assistant GS-7
- Travel Information Assistant GS-7
- 4 Local Staff

Japan - Regional Office

- Regional Director GS-15
- Deputy Regional Director GS-13
- Travel Promotion Officer GS-13
- Asian New Markets Officer GS-13
- Visitor Center Manager GS-11
- Travel Information Assistant GS-7
- Travel Information Assistant GS-7
- 5 Local Staff

United Kingdom - Regional Office

- Regional Director GS-15
- Deputy Regional Director GS-13
- Travel Promotion Officer GS-13
- Visitor Center Manager GS-11
- Travel Information Assistant GS-7
- Travel Information Assistant GS-7
- 5 Local Staff

France - Regional Office

- Regional Director GS-15
- Deputy Regional Director GS-13
- Travel Promotion Officer GS-13
- European New Markets Officer GS-13
- Visitor Center Manager GS-11
- Travel Information Assistant GS-7
- Travel Information Assistant GS-7
- Travel Information Assistant GS-6
- 4 Local Staff
- International Convention Promotion Officer GS-14
- Conventions and Expositions Specialist GS-11

West Germany - Regional Office

- Regional Director GS-15
- Deputy Regional Director GS-13
- Travel Promotion Officer GS-13
- Visitors Center Manager GS-11
- Travel Information Assistant GS-7
- Travel Information Assistant GS-7
- 4 Local Staff

c) TRAVEL INDUSTRY SERVICES CENTER (29 staff)

- Director of Industry Services GS-15
- Deputy Director GS-14
- Secretary GS-7

Office of Industry Information

- Industry Information Officer GS-14
- Industry Information Specialist GS-13
- Industry Information Assistant GS-8

Office of Data Services

- Data Services Officer GS-14
- Economist GS-13
- Clerk-Typist GS-4

Office of Training & Education

- Training and Education Officer GS-14
- Training Specialist GS-13
- Clerk-Typist GS-4

Office of Technical Assistance

- Technical Assistance Officer GS-14
- Administrative Assistant (field coordination) GS-13
- Secretary GS-6
- Grants Technician GS-9
- Grants Technician GS-7
- Grants Technician GS-7
- Writer-Editor GS-11
- Writer-Editor GS-11
- Clerk-Typist GS-4
- Region 1 Technical Assistance Specialist GS-12
- Region 2 Technical Assistance Specialist GS-12
- Region 3 Technical Assistance Specialist GS-12

Office of Technical Assistance (Cont'd)

- Region 4 Technical Assistance Specialist GS-12
- Region 5 Technical Assistance Specialist GS-12
- Region 6 Technical Assistance Specialist GS-12
- Region 7 Technical Assistance Specialist GS-12
- Region 8 Technical Assistance Specialist GS-12

d) NATIONAL TOURISM PLANNING CENTER (12 staff)

- Director of Tourism Planning GS-15
- Deputy Director GS-14
- Secretary GS-7

Office of Planning and Programs

- Planning Officer GS-14
- Planner GS-13
- Clerk-Typist GS-4

Office of Basic Research

- Basic Research Officer (Economist) GS-14
- Behaviorist GS-13
- Clerk-Typist GS-4

Office of Applied Research

- Applied Research Officer (Economist) GS-14
- Market Analyst GS-13
- Clerk-Typist GS-4

APPENDIX F

SUGGESTED MEMBER AGENCIES OF POLICY COMMITTEES WITHIN THE PROPOSED POLICY COUNCIL

The timing of this report has coincided with a wide range of Federal Government reorganization activities. It is likely that the lists of agencies below will contain names that may change in the near future or in some cases may have already changed. However, the listed agencies, as constituted at the time of this writing, represent the communities of interest that should be represented on the proposed Policy Committees regardless of name changes or organizational realignments.

1) TRANSPORTATION AND FACILITATION COMMITTEE

- (USTRA) U.S. Travel and Recreation Agency (proposed)
- (FMA) Federal Maritime Administration (Dept. of Commerce)
- (FHWA) Federal Highway Administration (Dept. of Transportation)
- (FAA) Federal Aviation Administration (Dept. of Transportation)
- (UMTA) Urban Mass Transportation Administration (Dept. of Transportation)
- (USCG) U.S. Coast Guard (Dept. of Transportation)
- (BEBA) Bureau of Economic and Business Affairs (Dept. of State)
- (FEA) Federal Energy Administration (Dept. of Energy)
- (INS) Immigration and Naturalization Service (Dept. of Justice)
- (USCS) U.S. Customs Service (Dept. of Treasury)
- (APHIS) Animal and Public Health Inspection Service (Dept. of Agriculture)
- (CAB) Civil Aeronautics Board
- (ICC) Interstate Commerce Commission
- (FTC) Federal Trade Commission
- AMTRAK
- (BSCA) Bureau of Security and Consular Affairs

2) ECONOMIC DEVELOPMENT COMMITTEE

- (USTRA) U.S. Travel and Recreation Agency (proposed)
- (EDA) Economic Development Administration (Dept. of Commerce)
- (DIBA) Domestic and International Business Administration (Dept. of Commerce)
- (Census) Bureau of the Census (Dept. of Commerce)
- (RCs) Regional Commissions (Dept. of Commerce)
- (IRS) Internal Revenue Service (Dept. of Treasury)
- (OSHA) Occupational Safety and Health Administration (Dept. of Labor)
- (ETA) Employment Training Administration (Dept. of Labor)
- (ESA) Employment Standards Administration (Dept. of Labor)
- (BLS) Bureau of Labor Statistics (Dept. of Labor)
- (BIA) Bureau of Indian Affairs (Dept. of Interior)
- (ERS) Economic Research Service (Dept. of Agriculture)
- (RDS) Rural Development Service (Dept. of Agriculture)
- (FHA) Farmers Home Administration (Dept. of Agriculture)
- (CSRS) Cooperative State Research Service (Dept. of Agriculture)
- (FEA) Federal Energy Administration (Dept. of Energy)
- (CPD) Community Planning and Development (Dept. of Housing and Urban Development
- (SBA) Small Business Administration
- (ARC) Appalachian Regional Commission

3) ENERGY AND NATURAL RESOURCES COMMITTEE

- (USTRA) U.S. Travel and Recreation Agency (proposed)
- (FEA) Federal Energy Administration (Dept. of Energy)
- (NOAA) National Oceanic and Atmospheric Administration (Dept. of Commerce)
- (BR) Bureau of Reclamation (Dept. of Interior)
- (BLM) Bureau of Land Management (Dept. of Interior)
- (NPS) National Park Service (Dept. of Interior)
- (USFWS) U.S. Fish and Wildlife Service (Dept. of Interior)
- (USFS) U.S. Forest Service (Dept. of Agriculture)
- Corps of Engineers (Dept. of Defense)
- (EPA) Environmental Protection Agency

4) HEALTH, EDUCATION, AND CULTURAL AFFAIRS COMMITTEE

- (USTRA) U.S. Travel and Recreation Agency (proposed)
- (NIH) National Institutes of Health (Dept. of Health, Education, and Welfare)
- (NIMH) National Institute of Mental Health (Dept. of Health, Education, and Welfare)
- (OE) Office of Education (Dept. of Health, Education, and Welfare)
- (NIE) National Institute of Education (Dept. of Health, Education, and Welfare)
- (ES) Extension Service (Dept. of Agriculture)
- (NEA) National Endowment for the Arts (National Foundation on the Arts and Humanities)
- (USIA) U.S. Information Agency (or its successor agency)
- Smithsonian Institution

APPENDIX G

AGENCIES INTERVIEWED BY THE STUDY TEAM

At the time that this report was being prepared, a number of reorganization efforts were already underway. Many agency names may already have changed or are in the process of being changed. These include the Federal Energy Administration (FEA), United States Information Agency (USIA), Bureau of Outdoor Recreation (BOR), and others. Since it was not possible to determine which agency names would be in official use at the time that this report would be circulated for use, the study team used in all cases, the name of the agencies referenced as of November 1977. The list of agencies and the offices within those agencies that were interviewed during the course of this study are presented below.

Department of Agriculture

1. Cooperative State Research Service
2. Extension Service, Community Resource Development Office
3. United States Forest Service, Forest Environment Research Division
4. United States Forest Service, Office of the Wilderness Programs Coordinator

Department of Commerce

5. Bureau of the Census, Office of the Associate Director for Economic Fields
6. Economic Development Administration, Office of Technical Assistance
7. Economic Development Administration, Division of Policy and Program Development
8. Economic Development Administration, Office of Business Development
9. United States Travel Service, Office of the Assistant Secretary
10. United States Travel Service, Office of the Deputy Assistant Secretary
11. United States Travel Service, Office of Administration
12. United States Travel Service, Office of Policy Analysis
13. United States Travel Service, Office of State-City Affairs
14. United States Travel Service, Office of Program Services and Development
15. United States Travel Service, Office of Marketing and Field Operations
16. United States Travel Service, Advertising and Promotion Division
17. United States Travel Service, Conventions and Expositions Division
18. United States Travel Service, International Marketing Division
19. United States Travel Service, Marketing Programs Division
20. United States Travel Service, Media Services Division
21. United States Travel Service, Research and Analysis Division
22. United States Travel Service, Paris Foreign Regional Office
23. United States Travel Service, Mexico City Foreign Regional Office
24. United States Travel Service, Tokyo Foreign Regional Office

25. United States Travel Service, International Congress Office (Paris)

Department of Defense

26. Corps of Engineers, Office of Recreation Resource Management

Department of Energy

27. Federal Energy Administration, Office of Conservation and Environment (interviews were prior to official creation of the Department of Energy)

Department of Housing and Urban Development

28. Office of the Director for Field Operations and Program Monitoring

Department of the Interior

29. Bureau of Land Management, Division of Recreation
30. Bureau of Outdoor Recreation, Office of the Director
31. Bureau of Outdoor Recreation, Office of the Deputy Director for Planning
32. Bureau of Outdoor Recreation, Division of Federal Programs
33. Bureau of Outdoor Recreation, Division of Resource Area Studies
34. Bureau of Outdoor Recreation, Division of State Programs
35. Bureau of Outdoor Recreation, Division of Water Resources
36. National Park Service, Office of the Director
37. National Park Service, Office of the Director, Denver Planning and Service Center
38. National Park Service, Office of Cooperative Acitivities, Denver Planning and Service Center
39. National Park Service, Contracts Branch, Denver Planning and Service Center
40. National Park Service, Office of NPS Concessions, Denver Planning and Service Center
41. National Park Service, Office of Archeology and Historic Preservation
42. National Park Service, Office of the Director, National Visitor Center
43. National Park Service, Office of NPS Concessions
44. National Park Service, Office of Wilderness Programs Coordination

Department of Justice

45. Immigration and Naturalization Service, Office of Inspections

Department of Labor

46. Occupational Safety and Health Administration, Office of Information and Consumer Affairs
47. Occupational Safety and Health Administration, Office of Legislative and Interagency Affairs

Department of State

48. Bureau of Educational and Cultural Affairs, Office of Policy and Plans
49. Bureau of Security and Consular Affairs, Office of the Administrator
50. Bureau of Security and Consular Affairs, Visa Office

Department of Transportation

51. Federal Aviation Administration, Division of Airport Planning
52. Federal Highway Administration, Office of Right of Way

Department of the Treasury

53. Internal Revenue Service, Office of the Assistant Secretary for Tax Policy
54. Internal Revenue Service, Office of the International Tax Affairs
55. United States Customs Service, Office of Operations

AMTRAK (National Railroad Passenger Corporation)

56. AMTRAK, Planning Department
57. AMTRAK, Finance Department
58. AMTRAK, Advertising Department

Civil Aeronautics Board

59. CAB, Bureau of Economics
60. CAB, Bureau of International Affairs
61. CAB, Bureau of Operating Rights

Environmental Protection Agency

62. EPA, Office of Federal Activities
63. EPA, Office of the Assistant Administrator for Water and Hazardous Materials

Federal Trade Commission

64. FTC, Office of the Director

Interstate Commerce Commission

65. ICC, Office of the Deputy Director
66. ICC, Bureau of Operations/Compliance
67. ICC, Office of Proceedings

Office of Management and Budget

68. President's Reorganization Project, Economic Development Division
69. President's Reorganization Project, Natural Resources and Environment Division

Small Business Administration

70. SBA, Office of Planning Research and Data Management

United States Information Agency

71. USIA, Office of Policy and Planning

[DRAFT A]

95TH CONGRESS
2D SESSION

S.

IN THE SENATE OF THE UNITED STATES

APRIL , 1978

Mr. _____ introduced the following bill; which was read twice and referred to the Committee on _____

A BILL

To develop a national tourism policy for the United States, to define appropriate roles for the Federal Government, the States, cities, and private industry, and consumers in carrying out, supporting, and contributing to the national tourism policy, and to effect organizational and programmatic changes for implementing the national tourism policy, and for other purposes.

1 *Be it enacted by the Senate and House of Representa-*
2 *tives of the United States of America in Congress assembled,*
3 That this Act may be cited as the "National Tourism Policy
4 Act of 1978".

5 FINDINGS AND POLICY

6 SEC. 2. (a) The Congress finds that—

(1) travel and recreation are important to the United States, not only because of the numbers of people they serve and the vast human, financial, and physical resources they employ, but because of the great benefits tourism, recreation, and related activities confer on individuals and on society as a whole;

(2) the Federal Government for many years has encouraged tourism and recreation implicitly in its statutory commitments to the shorter work year and to the national passenger transportation system, and explicitly in a number of legislative enactments to promote tourism, and support development of outdoor recreation, cultural attractions, and historic and natural heritage resources;

(3) as incomes and leisure time continue to increase, and as our economic and political systems develop more complex global relationships, tourism and recreation will become ever more important aspects of our daily lives and our growing leisure time; and

(4) the existing extensive Federal Government involvement in tourism, recreation, and related activities needs to be better coordinated to effectively respond to the national interests in tourism and recreation and, where appropriate, to meet the needs of State and local governments and the private sector.

1 (b) It is the policy of the Congress, in cooperation with
2 State and local governments, and other concerned public and
3 private organizations, to use all practicable means and meas-
4 ures, including financial and technical assistance, to—
5 (1) optimize the contribution of the tourism and
6 recreation industries to economic prosperity, full employ-
7 ment, and the Nation's international balance of pay-
8 ments;
9 (2) make the opportunity for and benefits of travel
10 and recreation in the United States universally accessible
11 to residents of the United States and foreign countries
12 and to insure that present and future generations be
13 afforded adequate tourism and recreation resources;
14 (3) contribute to personal growth, health, educa-
15 tion, and intercultural appreciation of the geography,
16 history, and ethnicity of the United States;
17 (4) encourage the free and welcome entry of for-
18 eigners traveling to the United States, in order to en-
19 hance international understanding and goodwill, con-
20 sistent with immigration laws, the laws protecting the
21 public health, and laws governing the importation of
22 goods to the United States;
23 (5) preserve the historical and cultural foundations
24 of the Nation as a living part of community life and de-
25 velopment, and to insure future generations an oppor-

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1 tunity to appreciate and enjoy the rich heritage of the
2 Nation;
3 (6) insure the compatibility of tourism and recrea-
4 tion with other national interests in energy development
5 and conservation, environmental protection, and judi-
6 cious use of natural resources; and
7 (7) harmonize, to the maximum extent possible,
8 all Federal activities in support of tourism and recrea-
9 tion with the needs of the general public and the States,
10 territories, local governments, and private and public sec-
11 tors of the travel and recreation industry, and to give
12 leadership to all concerned with tourism, recreation, and
13 national heritage preservation in the United States.

14 ESTABLISHING THE AGENCY

15 SEC. 3. (a) There is established, as an independent
16 agency of the United States, a United States Travel and
17 Recreation Agency (hereinafter in this Act referred to as
18 the "Agency") to implement the national tourism policy
19 specified in section 2 (b). The Agency shall be the principal
20 Federal instrument for promotion, development, planning,
21 and research related to tourism, recreation, and heritage
22 resource preservation. It shall be the duty of the Agency to—
23 (1) develop programs to insure that travel, rec-
24 reation, and heritage resource preservation and their
25 related private sector constituencies make their opti-

1 mum contribution to the quality of life, prosperity, and
2 full employment in the United States;
3 (2) foster the sustained and orderly growth of
4 tourism and other beneficial leisure time activities in
5 the United States;
6 (3) optimize development of visitor travel from
7 other nations; and
8 (4) foster an awareness among residents and non-
9 residents of the United States of the historical and cul-
10 tural heritage of the United States and of the social,
11 educational, and other benefits to be derived from the
12 environmentally sound use of natural resources for tour-
13 ism and recreation.
14 (b) The Agency shall be headed by an Administrator
15 who shall be appointed by the President, by and with the
16 advice and consent of the Senate. The Administrator shall
17 be entitled to receive compensation at the rate established,
18 from time to time, for Level IV of the Executive Pay Sched-
19 ule. In addition to the Administrator, there shall be in the
20 Agency an Assistant Administrator for Tourism, an Assistant
21 Administrator for Recreation, and an Assistant Administrator
22 for Heritage Resource Preservation. Each Assistant Adminis-
23 trator shall be appointed by the Administrator according to
24 the provisions of title 5, United States Code, governing
25 appointments in the competitive service. Each Assistant

1 Administrator shall be entitled to receive compensation at the
2 rate established, from time to time, for GS–14 on the General
3 Schedule.

4 (c) (1) The Administrator, through the Agency,
5 shall—

6 (A) designate, in accordance with applicable law,
7 historic properties and national heritage resources of
8 national significance as National Historic Landmarks
9 and National Natural Heritage Resource Landmarks;

10 (B) serve on the National Travel and Recreation
11 Policy Council and the Executive Committee of the Na-
12 tional Travel and Recreation Policy Council to coordi-
13 nate Federal programs having a potential major effect
14 on tourism, recreation, and heritage resources;

15 (C) coordinate and utilize services and facilities of
16 other Federal Government departments, as they relate to
17 tourism, recreation, and historic and natural resource
18 preservation, both domestically and internationally;

19 (D) enter into cooperative agreements, when
20 appropriate, with regional, State, or local governmental
21 entities;

22 (E) consult with and organize conferences of rep-
23 resentatives of industry, labor, State, local, and regional
24 authorities, and other interested parties to promote

1 development of tourism, recreation, and heritage
2 resource preservation;
3 (F) optimize development of visitor travel from
4 other nations, and travel within the United States by
5 residents;
6 (G) initiate policy-oriented rulemaking proceed-
7 ings before transportation regulatory agencies, in accord-
8 ance with applicable provisions of law, when such inter-
9 vention is necessary to implement national tourism and
10 recreation goals;
11 (H) develop a national 5-year tourism and rec-
12 reation plan, including annual updates, to guide the pro-
13 tection and growth of tourism, recreation, and heritage re-
14 source preservation in the national interest; and
15 (I) explore new forms of Federal-State-local-
16 private sector collaborations to facilitate the develop-
17 ment of domestic travel, recreation, and historical and
18 cultural interpretation and development of facilities,
19 services, and programs to better meet the needs of
20 foreign visitors as well as United States residents.
21 (2) In order to carry out the duties and responsibilities
22 of the Agency, the Administrator is authorized to—
23 (A) promulgate, issue, rescind, and amend such
24 regulations as are necessary to the operation of the
25 Agency;

1 (B) appoint and fix the compensation of such em-
2 ployees as are necessary to carry out the provisions of
3 this Act applicable to the Agency, in accordance with
4 the provisions of title 5, United States Code, governing
5 appointments in the competitive service; and
6 (C) obtain the services of consultants and experts
7 in accordance with section 3109 of title 5, United States
8 Code.

9 EXECUTIVE COMMITTEE

10 SEC. 4. (a) The Agency shall have an Executive Com-
11 mittee to assist the Administrator in determining opera-
12 tional policies for achieving agency objectives; assist in pre-
13 paring annual program and planning documents for review
14 by the National Travel and Recreation Policy Council and
15 any significant intergovernmental or government-industry
16 body organized to further the development of tourism, recre-
17 ation, and heritage resource planning; and coordinate all
18 Agency program activities. The Executive Committee shall
19 consist of the—
20 (1) Administrator;
21 (2) Executive Director;
22 (3) Director of the Visitors Services Center;
23 (4) Director of the Industry Services Center;
24 (5) Director of the Tourism and Recreation Plan-
25 ning Center; and

1 (6) Director of the Heritage Resources Center.
2 The Administrator shall be the Chairman of the Executive
3 Committee.
4 (b) There shall be an Executive Director for the
5 Agency selected by the Administrator, by and with the
6 advice and consent of the Senate, from a list of highly
7 qualified candidates solicited from and recommended by
8 the private sector and State and local government sectors
9 of the travel and recreation industry. The Executive Director
10 shall be entitled to receive compensation equivalent to the
11 rate established, from time to time, for a GS–17 on the
12 General Schedule.
13 (c) At any time the National Travel and Recreation
14 Policy Council may recommend to the Administrator that
15 the Executive Director be replaced.
16 (d) Should the need arise for the appointment of a new
17 Executive Director, for whatever reason, the Administrator
18 shall select a new Executive Director from a combined
19 list of highly qualified candidates screened and recommended
20 by a significant intergovernmental or government-industry
21 body organized to further the development of tourism, rec-
22 reation, and heritage resource planning. Such a body shall
23 submit a list of five condidates from which the Adminis-
24 trator would select a new Executive Director, with con-
25 firmation by the Senate.

1 (e) (1) The Executive Director shall provide overall
2 day-to-day direction of Federal Government tourism, recre-
3 ational and heritage-resource-related activities, as specified
4 by the Administrator. Specifically, the Executive Director
5 shall—

6 (A) assist the Administrator in determining basic
7 and operational policies for achieving tourism, recreation,
8 and heritage resource preservation objectives;

9 (B) maintain relations with the National Travel
10 and Recreation Policy Council and participate in the
11 Council's Policy Committee activities;

12 (C) represent, at the Administrator's discretion,
13 the United States Government at official tourism
14 functions;

15 (D) direct all Agency staff activities;

16 (E) prepare position papers on tourism, recre-
17 ation, and heritage resource preservation issues and leg-
18 islative proposals;

19 (F) provide staff support for the Executive Com-
20 mittee, including activities of Agency representatives
21 on the National Travel and Recreation Policy Council
22 and its related policy committees; and

23 (G) develop programs to implement Agency poli-
24 cies in such a way as to—

1 (i) identify needs which should be addressed
2 by a programmatic response;
3 (ii) identify activities already undertaken in
4 the particular program area (to avoid duplication);
5 (iii) determine which Federal agencies, State,
6 city, or private industry organizations and groups
7 have undertaken such activities;
8 (iv) determine which entities should appropri-
9 ately respond to the need for additional program-
10 matic activities;
11 (v) provide well-thought-out programs to re-
12 spond to needs on a priority basis;
13 (vi) develop support for having the most ap-
14 propriate entities undertake programs; and
15 (vii) provide systems for making maximum
16 use of activities undertaken and programmatic re-
17 sults available from others.
18 (2) The Executive Director shall carry out those
19 responsibilities now vested in the Deputy Assistant Sec-
20 retary of Commerce for Tourism and the Office of Policy
21 Analysis in the United States Travel Service; and the Office
22 of the Director, the Office of Congressional Liason, and
23 the Office of Communications in the Bureau of Outdoor
24 Recreation. The Executive Director shall be the Vice Chair-

1 man of the Executive Committee and, in addition, shall
2 perform such other duties as may be assigned to him by
3 the Administrator.

4 (f) The Executive Committee shall—

5 (1) provide all necessary inter-Agency coordina-
6 tion and coordination with the National Travel and
7 Recreation Policy Council;

8 (2) ensure that the Agency Centers are responsive
9 to the needs of the private, State, and local sectors of
10 the tourism and recreation industry; and

11 (3) direct the preparation of annual program and
12 planning documents for review by the National Travel
13 and Recreation Policy Council.

14 ORGANIZATION OF PROGRAM ACTIVITIES CENTERS

15 SEC. 5. (a) There shall be within the Agency a Visitors'
16 Services Center which shall be headed by a Director who
17 shall be appointed by the Administrator. The Director shall
18 serve on the Agency Executive Committee, serve as an
19 Agency representative on the National Travel and Recreation
20 Policy Council Transportation and Facilitation Policy Com-
21 mittee, and direct the operations of the Visitors Services
22 Center. The Visitors Services Center shall have a Consumer
23 Services Division, and a Foreign Visitor Facilitation Divi-

1 sion, each Division to be headed by a Director appointed by
2 the Administrator.
3 (b) The Director of the Consumer Services Division
4 shall direct operations of the Office of Consumer Information,
5 Office of Consumer Protection, Office of Consumer Education,
6 and the National Visitor Center. In addition, he shall direct
7 all programs related to consumer infomation, consumer pro-
8 tection, and consumer education. Specifically, his duties shall
9 include—
10 (1) assessing consumer needs for travel and rec-
11 reation information, including consumer educational in-
12 formation and materials, that could be met by mail or
13 telephone;
14 (2) collecting and reviewing such available con-
15 sumer travel and recreation information and materials;
16 (3) identifying such travel and recreation informa-
17 tion available from other Federal, State, regional, local,
18 and private industry sources;
19 (4) identifying needs for additional such travel and
20 recreation information and informational materials un-
21 available from existing sources;
22 (5) determining which such travel and recreation
23 information and informational materials should appro-

1 priately be developed by the Agency, by other Federal,
2 State, regional, or local government entities, and by
3 private sector organizations;
4 (6) developing recommended guidelines and stand-
5 ards for uniform information material contents;
6 (7) developing programs, including priorities,
7 schedule, and budget, to generate information and in-
8 formational materials appropriate to the Agency;
9 (8) encouraging, supporting, and coordinating the
10 development of information and informational materials
11 by others;
12 (9) developing a system for collection, storage,
13 retrieval, and dissemination of consumer travel informa-
14 tion as well as procedures for referral of requests for
15 information not available from the Agency;
16 (10) developing procedures for receiving consumer
17 complaints on all tourism, travel, and recreational related
18 matters, including redirecting or referring complaints to
19 other Federal, State, or local agencies or to private
20 industry as appropriate;
21 (11) cataloging all complaints so that the type and
22 extent of consumer problems can be determined;
23 (12) initiating or encouraging appropriate actions
24 or programs to mitigate consumer problems;

1 (13) assessing consumer needs for educational ma-
2 terials on travel and recreation activity planning, off-
3 season travel and recreation opportunities, energy-
4 efficient travel, alternative recreation forms, historical
5 interpretation, and other information useful to consumers
6 for improving their travel purchase decisions and reduc-
7 ing the constraints to personal travel and participation in
8 recreation;
9 (14) administering the National Visitor Center;
10 (15) assessing visitor needs for travel information
11 that could be met by brochures, displays, and other
12 programs consistent with the location and structure of
13 the National Visitor Center;
14 (16) collecting and reviewing tourism and recrea-
15 tion information available from Federal, State, regional,
16 local, and private industry sources;
17 (17) identifying needs for additional such informa-
18 tion, informational materials, and informational devices
19 unavailable from existing sources;
20 (18) determining which such informational mate-
21 rials should be changed or developed by the Agency; by
22 other Federal agencies; State, regional, or local govern-
23 ment entities; and by private sector organizations;

1 (19) developing programs, including priorities,
2 schedule, and budget, to generate and distribute visitor
3 information through the National Visitor Center;
4 (20) encouraging, support, and coordinate the de-
5 velopment of new, current information for distribution
6 through the National Visitor Center; and
7 (21) developing systems for disseminating con-
8 sumer information as well as procedures for referral of
9 requests for other information not available at the Na-
10 tional Visitor Center.
11 (c) The Director of Foreign Visitor Facilitation Services
12 shall direct operations of the Office of Foreign Visitor Facili-
13 tation, Office of Foreign Travel Promotion, Office of Conven-
14 tions and Expositions, and the Foreign Regional Offices.
15 Through the Foreign Visitor Facilitation Division, the Direc-
16 tor of Foreign Visitor Facilitation Services shall direct all
17 programs related to foreign visitor facilitation, foreign con-
18 sumer information, and foreign visitor promotion. Specifi-
19 cally his duties shall include—
20 (1) assessing foreign visitor needs for port-of-
21 entry facilitation assistance and locally available travel
22 information (in the United States) that could be met by
23 telephone or United States based foreign visitor centers;
24 (2) collecting and reviewing available foreign and
25 domestic consumer travel information materials appro-

1 priate for distribution through United States based
2 sources;
3 (3) identifying foreign and domestic consumer
4 travel information available from other Federal, State,
5 regional, local, and private industry sources appropriate
6 for distribution through United States based sources;
7 (4) identifying needs for additional information
8 and informational materials, unavailable from existing
9 sources, appropriate for distribution through United
10 States based sources;
11 (5) determining which information and informa-
12 tional materials should appropriately be developed by
13 the Agency and by other Federal, State, regional, local
14 government or private sector organizations appropriate
15 for distribution through United States based sources;
16 (6) assessing, in conjunction with Agency foreign
17 regional offices, needs for travel information that could be
18 met by telephone, mail response, and foreign-based onsite
19 visitor center staffs in each primary and secondary
20 tourism market;
21 (7) collecting and reviewing available foreign and
22 domestic consumer travel information materials suitable
23 for distribution overseas;
24 (8) identifying travel information available from all
25 other Federal, State, regional, local, and private indus-
26 try sources suitable for distribution overseas;

1 (9) identifying needs for additional travel infor-
2 mation and informational materials unavailable from
3 existing sources suitable for distribution overseas;
4 (10) determining which such information and in-
5 formational materials should appropriately be developed
6 by the Agency and by other Federal, State, regional,
7 local governments and private sector organizations suit-
8 able for distribution overseas;
9 (11) developing programs to create onsite foreign
10 visitor centers and to generate information and informa-
11 tional materials to be distributed by the Agency, the
12 International Communication Agency, or others, includ-
13 ing priorities for sequencing, scheduling, budget, and
14 implementation planning appropriate to the Agency;
15 (12) encouraging, supporting, and coordinating
16 the development of information and informational
17 materials by the International Communication Agency
18 and others;
19 (13) developing a system for collection, storage,
20 retrieval, and dissemination of foreign consumer travel
21 information as well as procedures for referral of requests
22 for information not available from the Agency;
23 (14) in conjunction with the Agency's foreign
24 regional offices, assessing the needs for foreign visitor
25 promotion activities;

1 (15) collecting and reviewing past and currently
2 available marketing plans, promotion programs, and
3 promotional materials used by the United States Travel
4 Service;
5 (16) collecting and reviewing available marketing
6 plans, promotion programs, and promotional materials
7 (relating to the promotion of foreign visitors in the
8 United States) from other Federal, State, regional gov-
9 ernments, private industry sources, and foreign tour-
10 ism organizations;
11 (17) identifying primary and secondary foreign
12 tourism markets and needs for new or additional tour-
13 ism promotion activities;
14 (18) determining which foreign tourism promotion
15 activities for each primary and secondary foreign tour-
16 ism market should be engaged in by the Agency and by
17 other Federal, State, regional, or local organizations;
18 (19) developing marketing plans and promotion
19 programs (for foreign visitor promotion) including pri-
20 orities, scheduling, budgeting, and implementation
21 planning that are appropriate to the Agency;
22 (20) encouraging, supporting, coordinating, and
23 participating in the development of marketing plans and
24 foreign tourism promotion programs by others;

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1 (21) assessing exposition proposals, developing
2 indepth studies of proposals and making recommenda-
3 tions to the Executive Committee relative to Federal
4 recognition of such events;
5 (22) preparing reports on behalf of the National
6 Travel and Recreation Policy Council, at the direction
7 of the Executive Committee, for submission by the
8 President to the Congress on the manner, form, and
9 extent of Federal participation in events approved by the
10 National Travel and Recreation Policy Council and the
11 President;
12 (23) directing implementation of United States
13 participation in expositions authorized by the President
14 and the Congress;
15 (24) providing United States-based support serv-
16 ices and coordination for international convention pro-
17 motion activities taking place in foreign countries;
18 (25) assessing the travel information needs and in-
19 terests of foreign country residents;
20 (26) in conjunction with the Office of Foreign
21 Travel Promotion, and other appropriate Agency offices,
22 determining which promotion activities should appropri-
23 ately be engaged in by the Agency and by other Federal,
24 State, regional, or local governments;
25 (27) developing marketing plans and promotion

1 programs, for the promotion of foreign visitors in the
2 United States, including priorities, scheduling budget
3 and implementation planning, that are appropriate to
4 the Agency;
5 (28) developing associations with the country travel
6 trade for promotional programing and establishing a
7 visitor center in each primary foreign market country
8 to serve the public;
9 (29) organizing and implementing an information
10 program to service regional market publics by telephone,
11 mail, or personal contact through proposed visitor
12 centers; and
13 (30) encouraging, supporting, coordinating, and
14 participating in the development and implementation of
15 marketing plans and country tourism promotion
16 activities.
17 (d) The Director of Industry Services shall serve on the
18 Agency Executive Committee, serve as an Agency represent-
19 ative on the National Travel and Recreation Policy Council
20 Economic Development Policy Committee, and direct opera-
21 tions of the Industry Services Center, including the Office of
22 Industry Information, Office of Data Services, Office of Train-
23 ing and Education, Office of Technical Assistance, and the
24 Agency United States Regional and Area Offices. Through
25 the Industry Services Center the Director of Industry Serv-

1 ices shall direct all programs related to industry (including
2 State and local government and private sectors) information,
3 data services, training and education, and technical assist-
4 ance. Specifically, his duties shall include—

5 (1) assessing industry and State and local govern-
6 ment needs for professional tourism, recreation, and
7 historical literature, information and data that could be
8 met by mail or telephone;

9 (2) collecting and reviewing available professional
10 tourism, recreation, and historic and natural heritage
11 resource preservation literature and data;

12 (3) identifying professional tourism, recreation, and
13 historical literature and data available from other
14 Federal, State, regional, and local government and
15 private industry sources;

16 (4) identifying needs for additional professional
17 tourism, recreation, and historic and natural heritage
18 resource preservation literature and data;

19 (5) determining which such needs should appro-
20 priately be met by the Agency and by other Federal,
21 State, regional, or local agencies and the private sector;

22 (6) developing programs, including priorities for
23 development, scheduling, budget, and implementation
24 planning to generate professional tourism, recreation,
25 and historic and natural heritage resource preservation

1 literature, information and data appropriate to the
2 Agency;
3 (7) encouraging, supporting, and coordinating the
4 development of professional tourism, recreation, and
5 historic and natural heritage resource preservation litera-
6 ture, information and data by others;
7 (8) developing a system for collection, storage,
8 retrieval, and dissemination of professional tourism,
9 recreation, and historic and natural heritage resource
10 preservation literature, information and data as well as
11 procedures for referral of requests for literature, informa-
12 tion and data not available from the Agency;
13 (9) developing a secondary source data collection
14 program, including priorities, scheduling, and budget;
15 (10) assessing the need for tourism and recreation
16 industry, and related State and local, training and
17 education;
18 (11) surveying existing training and education
19 programs available through all sources;
20 (12) identifying needs for additional tourism and
21 recreation industry and related State and local technical
22 and professional employee training and education pro-
23 grams, including needs for vocational skill develop-
24 ment, performance incentive programs, continuing edu-

1 cation, in-service training, curriculum development, and
2 training and education materials;
3 (13) determining which such training and edu-
4 cational needs should appropriately be met by the
5 Agency, other Federal, State, regional, or local govern-
6 ment agencies, private sector organizations, and public
7 and private educational institutions;
8 (14) developing training and educational programs,
9 materials, and curriculums, including priorities for devel-
10 opment, scheduling, budget, and implementation plan-
11 ning to meet the needs of tourism industry and parks
12 and recreation employees, that are appropriate to the
13 Agency;
14 (15) encouraging, supporting, coordinating, and
15 guiding the development of such training and educational
16 programs, materials, and curriculums by others;
17 (16) assessing private tourism and recreation in-
18 dustry technical assistance needs for (A) professional
19 literature and advisory assistance related to the latest
20 and most effective business operational techniques, man-
21 agement practices, and marketing strategies (principally
22 to aid small businesses); (B) nonregulatory standards
23 and guidelines for tourism facilities, tourism services,
24 tourism informational materials, and travel informational
25 signage; (C) research techniques and standardized defi-

1 nitions and data displays; (D) park and recreation
2 management; and (E) product development guidance;
3 (17) assessing State and local government tech-
4 nical assistance needs for professional literature and
5 advisory assistance related to (A) the latest and most
6 effective tourism, recreation, and historic and natural
7 heritage resource preservation planning; (B) park and
8 recreation facility and program development; (C)
9 marketing strategies; (D) guidelines for historical resto-
10 ration; (E) guidelines for tourism informational ma-
11 terials and signage; (F) research techniques and stand-
12 ardized definitions; and (G) other needs of such groups
13 as State or local park and recreation departments, travel
14 development departments, visitor and convention bu-
15 reaus, historical societies, and others;
16 (18) collecting and reviewing available technical
17 assistance literature specified in paragraphs (16) and
18 (17);
19 (19) identifying needs for additional such tech-
20 nical assistance unavailable from existing sources;
21 (20) determining which such technical assistance
22 needs should appropriately be met by the Agency, by
23 other Federal, State, reigonal, and local government
24 entities, and by the private sector;
25 (21) develop programs, including priorities, sched-

1 uling, budget and implementation planning to deliver
2 such technical assistance appropriate for the Agency; and
3 (22) encouraging support, coordinate, and guide
4 the development of such technical assistance, literature
5 and delivery systems by others.
6 (e) The Director of Tourism and Recreation Planning
7 shall serve on the Agency Executive Committee, serve as
8 Agency representative on the National Travel and Recrea-
9 tion Policy Council Energy and Natural Resources Policy
10 Committee, and direct operations of the Tourism and Recrea-
11 tion Planning Center, including the Office of Federal Land
12 Acquisition, Office of State and Local Programs, Office of
13 Land and Water Resources, Office of Tourism and Recrea-
14 tion Planning, and the Office of Basic and Applied Research.
15 The Director, through the Tourism and Recreation Planning
16 Center shall direct all programs relating to (A) the Land
17 and Water Conservation Fund and the other tourism and rec-
18 reation related grants-in-aid programs to States, cities, and
19 others; (B) tourism and recreation related Federal land
20 acquisition; (C) special studies of land, water, and heritage
21 resources; (D) planning guidelines and preparation of the
22 National Tourism, Recreation, and Heritage Resource Pres-
23 ervation Plan; and (E) related basic and applied research.
24 Specifically, the Director shall—
25 (1) assess the need for additional Federal lands

1 to provide adequate recreation and travel opportunities
2 to United States citizens and to protect unique natural
3 and historical resources; develop acquisition program
4 recommendations, including priorities, scheduling,
5 budget, and implementation planning that are appropri-
6 ate to the Agency; and encourage, support, coordinate,
7 and guide acquisition programs by others, including
8 identifying foundations, donors, and others who may
9 purchase or provide critical recreation lands for Fed-
10 eral agencies;
11 (2) administer the Land and Water Conservation
12 Fund and other grants-in-aid programs; develop pro-
13 cedures, regulations, and priorities for the Land and
14 Water Conservation Fund Program, and for other
15 grants-in-aid to States, cities, and others, including ap-
16 portionments to States and procedures for State Com-
17 prehensive Tourism, Recreation, and Heritage Resource
18 Preservation Plans; review Agency-State agreements for
19 broad recreation, tourism, and historic and natural heri-
20 tage resource preservation planning assistance, as well as
21 individual proposals by States, for consistency with State
22 Comprehensive Tourism, Recreation, and Heritage Re-
23 source Preservation Plans; conduct surveillance over
24 apportioned funds and compliance reviews for approval
25 of ongoing projects funded under the Land and Water

1 Conservation Fund and other grant programs; and con-
2 duct ongoing review of State comprehensive tourism,
3 recreation, and heritage resource preservation plans for
4 continued adequacy and coordination with nationwide
5 plans;

6 (3) assess the needs for special studies of land
7 and water resources having national or regional sig-
8 nificance for tourism and recreation; collect and review
9 available studies and information on significant regional
10 or national land and water resources; and identify need
11 for additional land and water resources studies;

12 (4) determine which land and water resource
13 studies should appropriately be conducted by the
14 Agency, other Federal, State, regional, and local govern-
15 ment entities, and the private sector; develop pro-
16 grams, including priorities, schedules, budget and
17 implementation plans to conduct water, land, and heri-
18 tage resource studies appropriate to the Agency; encour-
19 age, support, coordinate, and guide the development
20 of special land and water resource studies by others;
21 and administer the Wild and Scenic Rivers and National
22 Trails program;

23 (5) assess the nature of tourism, recreation, and
24 heritage resource preservation planning; collect and
25 review available tourism, recreation, and heritage re-

1 source preservation planning literature; identify needs
2 for additional or innovative tourism, recreation, and
3 heritage resource preservation planning techniques
4 and guidelines unavailable from existing sources;
5 develop programs, including priorities, schedules, budget,
6 and implementation plans to develop innovative tourism,
7 recreation, heritage resource preservation planning pro-
8 cedures; deliver, in conjunction with the Office of State
9 and Local Programs and Office of Technical Assistance,
10 new or refined planning procedures as they are de-
11 veloped; and develop procedures for an annual update
12 of the 5-year National Tourism Recreation and Heri-
13 tage Resource Preservation Plan; conduct planning
14 processes; and coordinate the efforts of the Agency and
15 others, including aggregation of State plans and other
16 Federal agency plans into cohesive broad national plans
17 which address national needs, contingencies, and policies
18 for tourism and recreation development and heritage
19 resource preservation;
20 (6) assess needs for basic research to expand
21 knowledge of the linkages between tourism and recrea-
22 tion and physical and mental health; traveler and recrea-
23 tionist motivations and behavior; constraints to travel and
24 recreation; the economic, social, and cultural impacts of
25 tourism and recreation; the environmental and energy

1 impacts of tourism and recreation; tourist product and
2 service needs; effective program evaluation techniques;
3 and carrying capacity; and
4 (7) assess needs for applied research to develop
5 survey guidelines and definitions, market analyses, travel
6 and recreation participation and demand surveys, feasi-
7 bility studies and supply inventories; and needs for ap-
8 plied research to support product development and pro-
9 gram impact and effectiveness analysis; collect and re-
10 view tourism, recreation, and heritage resource basic and
11 applied research reports; identify and catalog basic and
12 applied research documents available from other Fed-
13 eral, State, regional, and local sources; private industry;
14 and public and private institutional sources; determine
15 which basic and applied research should appropriately
16 be done by the Agency, by other Federal, State, reg-
17 ional, and local government entities, and by private sec-
18 tor organizations; develop a basic and applied research
19 program including research priorities, scheduling, budg-
20 et, and implementation planning appropriate to the
21 Agency; encourage, support, and coordinate the devel-
22 opment of basic and applied research programs by oth-
23 ers; and develop a system in conjunction with the Office
24 of Industry Information, for collection, storage, retrieval,
25 and dissemination of basic and applied research docu-

1 ments as well as procedures for referral of requests for
2 research information not available from the Agency.
3 (f) The Director of Heritage Resources shall serve on
4 the Agency Executive Committee, serve as the Agency rep-
5 resentative on the National Travel and Recreation Policy
6 Council Health, Education, and Cultural Affairs Policy Com-
7 mittee, and shall direct operations of the Heritage Resources
8 Center, including the Office of Heritage Resource Grants,
9 Office of Keeper of the National Registers, Office of His-
10 torical and Architectural Services, and the Office of Inter-
11 agency Archeological Services. The Director of Heritage
12 Resources shall, through the Heritage Resources Center,
13 direct all programs relating to heritage resource grants,
14 registration of historic and natural heritage resources, historic
15 and architectural assistance and archeological resources.
16 Specifically, his duties shall include—
17 (1) administering all heritage-resource-related
18 grant programs; developing procedures, criteria, guide-
19 lines, and priorities for fiscal management and admin-
20 istering the matching grants-in-aid program accordingly;
21 working in cooperation with State Historic Preservation
22 Officers, and recommending apportionment of funds to
23 the States for plans and surveys, and to the States and
24 National Trust for Historic Preservation for project
25 grants; monitoring the expenditure of grant funds, re-

1 viewing and processing fiscal aspects of project initia-
2 tion letters, and conducting audits; assessing needs for
3 technical information on the preservation and restora-
4 tion of heritage properties; collecting and reviewing
5 available technical information materials related to pres-
6 ervation and restoration of heritage properties; identify-
7 ing technical information materials available from other
8 Federal, State, regional, and local government sources
9 and from public and private institutions and private sec-
10 tor sources; identifying, in conjunction with the Office
11 of Industry Information, needs for additional technical
12 information materials; determining which needs should
13 appropriately be met by the Agency, by other Federal,
14 State, regional, or local agencies, public and private in-
15 stitutions, and by the private sector;
16 (2) developing programs, in conjunction with the
17 Office of Industry Information, including priorities for
18 development, scheduling, budget, and implementation
19 planning to generate technical information materials
20 appropriate to the Agency; assisting the Office of In-
21 dustry Information to encourage, support, and coordinate
22 the development of technical information materials on
23 preservation and restoration of heritage properties by
24 others; developing, in conjunction with the Office of
25 Industry Information, a system for collection, storage,

1 retrieval, and dissemination of technical information
2 materials as well as procedures for referral of requests
3 for literature and information not available from the
4 Agency; advising Federal agencies on the preservation,
5 improvement, and restoration of heritage properties, and
6 in the preservation and protection of natural heritage
7 resources; reviewing and evaluating the plans of trans-
8 ferees of surplus Federal property for historic monument
9 and natural heritage purposes; and advising preserva-
10 tion grantees on preservation methods, monitoring
11 grant-assisted projects to foster professional standards
12 and techniques, and insuring compliance with Federal
13 regulations and accountability for apportioned funds;
14 (3) reviewing the heritage resource preservation
15 portion of State comprehensive tourism, recreation, and
16 heritage resource preservation plans; developing and
17 disseminating standards and guidelines for the develop-
18 ment of State comprehensive heritage resource plans as
19 part of the overall Agency planning process; provid-
20 ing guidance to communities acting as Federal agencies
21 under the block grant program of the Housing and Com-
22 munity Development Act of 1974; maintaining the
23 National Register of Historic Places; establishing and
24 maintaining a National Register of Natural Heritage
25 Resources; developing a system for storage, retrieval,

1 and dissemination of information contained in the Na-
2 tional Registers to other Agency Centers, other Federal
3 agencies, the States, territories, regional and local
4 government entities, private industry, public and private
5 institutions and the general public; publishing and dis-
6 tributing copies of the National Registers; establishing
7 criteria and professional standards for nominations for
8 inclusion in the National Registers; assessing the signifi-
9 cance of properties and resources nominated by States
10 and Federal agencies; determining the eligibility of
11 properties and resources for inclusion in the National
12 Registers at the request of Federal agencies and indi-
13 viduals; assisting Federal agencies in the development
14 of internal procedures for implementation of laws per-
15 taining to heritage resource preservation; administer-
16 ing appropriate provisions of the Tax Reform Act of
17 1976; and listing in the National Registers historic
18 properties and natural heritage resources as directed by
19 the Administrator;
20 (4) identifying and preparing factual studies of his-
21 toric properties and natural heritage resource properties
22 of potential national significance; presenting studies of
23 historic properties and natural heritage resource proper-
24 ties for evaluation by two boards of experts; coordinating
25 the transfer of the two boards' recommendations to the

1 Administrator who shall designate those possessing na-
2 tional significance as National Historic Landmarks or
3 National Natural Heritage Resource Landmarks; en-
4 couraging and supporting the preservation of landmarks
5 by inviting owners to participate in recognition cere-
6 monies, providing advisory assistance, increasing public
7 awareness of the importance of preserving their his-
8 toric and natural heritage through Agency publications;
9 identifying and recommending National Historic Land-
10 marks and National Natural Heritage Resource Land-
11 marks for possible future Federal owership; identfying
12 and documenting the design and construction of architec-
13 turally or historically important structures; providing
14 information and assistance to Federal agencies concern-
15 ing standards and procedures for recording and docu-
16 menting historic buildings; encouraging public interest
17 and action in the preservation of the historic environ-
18 ment through publications, exhibits, and other projects
19 to be carried out in cooperation with State and local
20 governments, preservation groups, educational institu-
21 tions, historical societies, and private individuals; identi-
22 fying and documenting the engineering and industrial
23 heritage of the United States; assisting and advising
24 State and local organizations on matters concerning en-
25 gineering history and industrial archeology; and advis-

1 ing Federal agencies on the documentation of federally
2 owned engineering and industrial sites; and
3 (5) developing policies, standards, and procedures
4 for the professional operation of a nationwide program
5 for salvage of archeological remains, excluding National
6 Park Service areas; issuing permits for archeological ex-
7 ploration on federally owned or controlled lands, except
8 lands under the jurisdiction of the Department of Agri-
9 culture; developing and disseminating information on
10 archeological research methods, including archeological
11 salvage techniques (in conjunction with the Office of
12 Technical Assistance) ; assessing Federal agencies' needs
13 for professional archeological services and determining
14 which needs should appropriately be met by the
15 Agency; and developing programs, including priorites,
16 schedules, budgets, and implementation plans to deliver
17 professional services to other Federal agencies.

18 NATIONAL TRAVEL AND RECREATION POLICY COUNCIL

19 SEC. 7. (a) There is established as an independent en-
20 tity in the Executive Branch a National Travel and Recrea-
21 tion Policy Council (hereinafter in this Act referred to as the
22 "Council"). The Council shall be the principal coordinating
23 body for policies, programs, and issues relating to tourism,
24 recreation, or national heritage resources involving two or

1 more Federal departments, agencies, or other entities. Spe-
2 cifically, the Council shall—
3 (1) direct Council staff activities, such as the study
4 of appropriate issues and the preparation of reports;
5 (2) approve or disapprove the Agency and Council
6 staff recommendations, and reports;
7 (3) coordinate efforts of member agencies;
8 (4) develop areas of cooperative program activity;
9 (5) resolve interagency program and policy con-
10 flicts;
11 (6) refer problems to policy committees for study,
12 recommendations, and resolution; and
13 (7) report to the Congress annually on Council
14 activities.
15 (b) The Council shall consist of a Chairman appointed
16 by the President from among his domestic and international
17 economic advisors, and the following persons:
18 (1) the Secretaries, or their designees of the De-
19 partment of Transportation; the Department of the
20 Interior; the Department of Commerce; the Department
21 of State; the Department of Agriculture; the Department
22 of Labor; the Department of Treasury; the Department
23 of Health, Education, and Welfare; the Department of
24 Energy; the Department of Defense; the Department of
25 Housing and Urban Development;

1 (2) the United States Attorney General, or his
2 designee;
3 (3) the Chairmen, or their designees, of the Civil
4 Aeronautics Board; the Interstate Commerce Commis-
5 sion; and the Federal Trade Commission; and
6 (4) the Administrators, or their designees of the
7 International Communication Agency; the Environ-
8 mental Protection Agency; and the Agency.
9 Each member of the Council who assigns a designee to serve
10 on the Council when that member is unable to carry out
11 Council responsibilities shall make such assignment for the
12 remainder of such member's term on the Council. However,
13 the designated alternate shall be authorized to make deci-
14 sions on behalf of the member for whom he is serving.
15 (c) The Council Chairman shall be appointed to serve
16 at the pleasure of the President. The Vice Chairman of the
17 Council initially shall be the Secretary of Commerce. The
18 Secretary of the Interior shall become Vice Chairman fol-
19 lowing a 2-year term by the Secretary of Commerce. Sub-
20 sequently, each second year, the Secretary of Commerce or
21 the Secretary of the Interior would assume the office of Vice
22 Chairman for a new 2-year term.
23 (d) (1) The Council shall have four policy commit-
24 tees: a Transportation and Facilitation Policy Committee,
25 an Economic Development Policy Committee, an Energy

1 and Natural Resources Policy Committee, and a Health,
2 Education, and Cultural Affairs Policy Committee.
3 (2) Each head of an agency serving on a policy com-
4 mittee may designate an alternate to serve for him on the
5 policy committee, so long as such alternate is designated
6 permanently for the representative whom he replaces, and
7 such alternate is empowered to act fully for the agency or
8 entity whom he represents.
9 (e) The Transportation and Facilitation Policy Com-
10 mittee shall consist of the heads of the following agen-
11 cies, or a representative selected by the head of each
12 agency: the Agency, the Federal Maritime Administration,
13 the Federal Highway Administration, the Federal Aviation
14 Administration, the Urban Mass Transportation Administra-
15 tion, the United States Coast Guard, the Bureau of Eco-
16 nomic and Business Affairs, the Department of Energy, the
17 Immigration and Naturalization Service, the Animal and
18 Plant Health Inspection Service, the United States Customs
19 Service, the Civil Aeronautics Board, the Interstate Com-
20 merce Commission, the Federal Trade Commission, the
21 Bureau of Security and Counselor Affairs, and the National
22 Railroad Passenger Corporation.
23 (f) The Economic Development Policy Committee shall
24 consist of the heads of the following agencies, or a repre-
25 sentative selected by the head of each respective agency:

1 the Agency, the Economic Development Administration,
2 the Domestic and International Business Administration,
3 the Bureau of the Census, the Rural Development Service,
4 the Regional Commissions of the Department of Commerce,
5 the Internal Revenue Service, the Occupational Safety and
6 Health Administration, the Employment and Training Ad-
7 ministration, the Employment Standards Administration, the
8 Bureau of Labor Statistics, the Bureau of Indian Affairs,
9 the Economic Research Service, the Farmers Home Admin-
10 istration, the Cooperative State Research Service, the De-
11 partment of Energy, the Office of Community Planning and
12 Development of the Department of Housing and Urban De-
13 velopment, the Small Business Administration, and the Ap-
14 palachian Regional Commission.

15 (g) The Energy and Natural Resources Policy Com-
16 mittee shall consist of representatives of the following
17 agencies, or a representative selected by the head of each
18 respective agency: the Agency, the Department of Energy,
19 the National Oceanic and Atmospheric Administration, the
20 Bureau of Reclamation, the Bureau of Land Management,
21 the United States Forest Service, the National Park Service,
22 the United States Fish and Wildlife Service, the Army
23 Corps of Engineers, and the Environmental Protection
24 Agency.

1 (h) The Health, Education, and Cultural Policy Com-
2 mittee shall consist of the heads of the following agen-
3 cies, or a representative selected by the head of each
4 respective agency: the Agency, the National Institutes of
5 Health, the National Institute of Mental Health, the Office of
6 Education, the National Institute of Education, the Extension
7 Service, the National Endowment for the Arts, the National
8 Endowment for the Humanities, the International Communi-
9 cation Agency, and the Smithsonian Institution.

10 (i) Each of the Policy Committees shall review and
11 comment on annual program and planning documents ap-
12 propriate to the Committee's functional responsibilities and
13 agency representation. Each Policy Committee may also
14 initiate its own agenda and discuss tourism, recreation, and
15 heritage resource preservation related issues, and problems
16 referred to it by the tourism and recreation industry through
17 the Council.

18 (j) The Council shall have an Executive Committee
19 which shall be comprised of the Council Chairman, the Coun-
20 cil Vice-Chairman, the Agency Administrator (who shall be
21 the vice-chairman of the Executive Committee), and the
22 Secretaries, or their designees, of the following Depart-
23 ments: the Department of Commerce (when not serving
24 as Council Vice-Chairman), the Department of the Interior
25 (when not serving as the Vice-Chairman), the Department

1 of Transportation, the Department of State, the Department
2 of Agriculture, and the Department of Labor.
3 (k) In order to carry out the provisions of this section,
4 the Council may—
5 (1) promulgate, issue, rescind, and amend regula-
6 tions governing the manner of operations of the Council;
7 (2) appoint and fix the compensation of such em-
8 ployees, according to the provisions of title 5, United
9 States Code, governing appointments in the competitive
10 service, as may be necessary to carry out the provisions
11 of this section and as may be authorized in appropria-
12 tions Acts; and
13 (3) obtain the services of experts and consultants
14 in accordance with section 3109 of title 5, United States
15 Code.
16 AUTHORIZATION OF APPROPRIATION [1]
17 SEC. 8. (a) There are authorized to be appropriated
18 for the fiscal year ending September 30, 1979, not to ex-
19 ceed $45,000,000, to carry out the purposes of this Act.
20 (b) There are authorized to be appropriated, out of
21 the Land and Water Conservation Fund, for the fiscal year
22 ending September 30, 1979, not to exceed $800,000,000,
23 to carry out the purposes of this Act.
24 TECHNICAL AMENDMENTS
25 SEC. 9. (a) All functions, powers, and duties now

[1] For budgetary detail see page 105–106 of this report.

1 vested in the Secretary of Commerce under the International
2 Travel Act of 1961 (22 U.S.C. 2126) and the Act of July
3 29, 1940 (relating to the encouragement of travel) (16
4 U.S.C. 18d) are hereby transferred to the Administrator.
5 (b) All functions, powers, and duties vested in the Sec-
6 retary of the Interior under the following Acts are hereby
7 transferred to the Administrator:
8 (1) The Land and Water Conservation Fund Act
9 (16 U.S.C. 460 et seq.).
10 (2) Federal Property and Administrative Services
11 Act of 1949 (40 U.S.C. 484).
12 (3) The Wild and Scenic Rivers Act (16 U.S.C.
13 1271 et seq.).
14 (4) National Trails System Act (16 U.S.C. 1241
15 et seq.).
16 (5) Federal Water Project Recreation Act (16
17 U.S.C. 460e).
18 (6) Section 102(2)(c) of the National Environ-
19 mental Policy Act of 1969 (45 U.S.C. 4332(2)(c)).
20 (7) The Redwood National Park Act (16 U.S.C.
21 79a et seq.).
22 (8) The Historic Sites Buildings, Objects and
23 Antiquities Act (16 U.S.C. 461 et seq.).
24 (9) The National Historic Preservation Act (16
25 U.S.C. 470 et seq.).

1 (10) Antiquities Act (16 U.S.C. 431–433).

2 (c) All functions, powers, and duties now vested in the
3 Secretary of Transportation under section 4 (f) of the Depart-
4 ent of Transportation Act (49 U.S.C. 1653 (f)) are hereby
5 transferred to the Administrator.

6 (d) All records, documents, and unexpended balances
7 of appropriations which the Office of Management and
8 Budget determines relate to the powers, duties, and functions
9 transferred by this section are authorized to be transferred to
10 the Administrator.

[DRAFT B]

95TH CONGRESS
2D SESSION

S.

IN THE SENATE OF THE UNITED STATES

April , 1978

Mr. ———————— introduced the following bill; which was read twice and referred to the Committee on ————————

A BILL

To develop a national tourism and travel policy for the United States, to define appropriate roles for the Federal Government, the States, cities, and private industry, and consumers in carrying out, supporting, and contributing to the national tourism and travel policy, and to effect organizational and programmatic changes for implementing the national tourism and travel policy, and for other purposes.

1 *Be it enacted by the Senate and House of Representa-*
2 *tives of the United States of America in Congress assembled,*
3 That this Act may be cited as the "National Tourism and
4 Travel Policy Act of 1978".

1 FINDINGS AND POLICY

2 SEC. 2. (a) The Congress finds that—

3 (1) travel and tourism are important to the
4 United States, not only because of the numbers of people
5 they serve and the vast human, financial, and physical
6 resources they employ, but because of the great benefits,
7 travel and tourism, and related activties confer on indi-
8 viduals and on society as a whole;

9 (2) the Federal Government for many years has
10 encouraged tourism and travel implicitly in its statu-
11 tory commitments to the shorter work year and to the
12 national passenger transportation system, and explicitly
13 in a number of legislative enactments to promote tour-
14 ism, and support development of outdoor recreation, cul-
15 tural attractions, and historic and natural heritage
16 resources;

17 (3) as incomes and leisure time continue to increase,
18 and as our economic and political systems develop more
19 complex global relationships, tourism and travel will
20 become ever more important aspects of our daily lives
21 and our growing leisure time; and

22 (4) the existing extensive Federal Government in-
23 volvement in tourism and travel and related activities
24 needs to be better coordinated to effectively respond to
25 the national interests in tourism and travel and, where

1 appropriate, to meet the needs of State and local govern-
2 ments and the private sector.
3 (b) It is the policy of the Congress, in cooperation with
4 State and local governments, and other concerned public and
5 private organizations, to use all practicable means and meas-
6 ures, including financial and technical assistance, to—
7 (1) optimize the contribution of the tourism and
8 travel industries to economic prosperity, full employ-
9 ment, and the Nation's international balance of pay-
10 ments;
11 (2) make the opportunity for and benefits of travel
12 and tourism in the United States universally accessible
13 to residents of the United States and foreign countries
14 and to insure that present and future generations be af-
15 forded adequate tourism and travel resources;
16 (3) contribute to personal growth, health, educa-
17 tion, and intercultural appreciation of the geography,
18 history, and ethnicity of the United States;
19 (4) encourage the free and welcome entry of for-
20 eigners traveling to the United States, in order to en-
21 hance international understanding and good will, con-
22 sistent with immigration laws, the laws protecting the
23 public health, and laws governing the importation of
24 goods to the United States;

1 (5) insure the compatibility of tourism and travel
2 with other national interests in energy development and
3 conservation, environmental protection, and judicious use
4 of natural resources; and
5 (6) harmonize, to the maximum extent possible,
6 all Federal activities in support of tourism and travel
7 with the needs of the general public and the States, ter-
8 ritories, local governments, and private and public sec-
9 tors of the travel and tourism industry, and to give
10 leadership to all concerned with tourism and travel in
11 the United States.

12 ESTABLISHING THE BUREAU

13 SEC. 3. (a) There is established within the Department
14 of Commerce a United States Travel Bureau (hereinafter in
15 this Act referred to as the "Bureau") to implement the
16 National travel and tourism policy specified by the Congress
17 in section 2 (b). It shall be the responsibility of the Bureau
18 to—
19 (1) foster the sustained and orderly growth of tour-
20 ism in the United States;
21 (2) insure that travel and the travel industry make
22 their optimum contribution to the United States pros-
23 perity, full employment, and the quality of life in the
24 United States; and

1 (3) optimize development of visitor travel from
2 other nations; travel within the United States by resi-
3 dents; and awareness among residents and nonresidents
4 of the United States of social, education, and other bene-
5 fits deriving from the environmentally sound use of
6 natural resources for tourism and travel in the United
7 States.

8 (b) The Secretary of Commerce (hereinafter in this
9 Act referred to as the "Secretary"), through the Bureau,
10 shall—

11 (1) direct the Bureau to develop a national plan
12 to guide the growth and promotion of tourism in the
13 national interest;

14 (2) coordinate tourism-related activities with other
15 Department of Commerce activities where such coordi-
16 nation would produce benefits in terms of cost savings,
17 improved efficiency, or increased productivity;

18 (3) insure the coordination and utilization of serv-
19 ices and facilities of other Federal Government depart-
20 ments, both domestically and internationally, in tourism-
21 related activities;

22 (4) explore new forms of Federal-State-local col-
23 laboration to facilitate the promotion of domestic travel
24 and development of facilities and services to better meet

1 the needs of foreign visitors, as well as United States
2 residents;
3 (5) direct the Bureau, where appropriate, to enter
4 into cooperative agreements with State or local regional
5 governmental entities to promote tourism-related ac-
6 tivities;
7 (6) consult with and organize conferences of repre-
8 sentatives of industry, labor, State, local and regional au-
9 thorities, and other interested parties in the tourism-
10 related areas;
11 (7) initiate policy oriented rulemaking proceed-
12 ings before transportation regulatory agencies, consist-
13 ent with applicable law, when such action is necessary
14 to implement national tourism policy goals; and
15 (8) take such other action as he deems necessary
16 and appropriate to carry out the policy specified in sec-
17 tion 2 (b) of this Act.
18 (c) There shall be a Deputy Under Secretary of Com-
19 merce for Tourism who shall be appointed by the President,
20 by and with the advice and consent of the Senate. The
21 Deputy Under Secretary of Commerce for Tourism shall
22 carry out those duties assigned to him by the Secretary,
23 and, in addition he shall—
24 (1) determine operational policies, in conjunction
25 with the Secretary, for achieving tourism objectives;

1 (2) at the direction of the Secretary, provide day-
2 to-day direction of the Federal involvement in tourism;
3 and
4 (3) maintain relations between the Bureau and the
5 National Travel Policy Council.
6 (d) (1) The Bureau shall have an Executive Director
7 who shall be appointed by the Deputy Under Secretary
8 without regard to the provisions of title 5, United States
9 Code, governing appointments in the competitive service,
10 from a list of highly qualified candidates solicited from and
11 recommended by the private sector and State and local
12 government sectors of the tourism industry. The Executive
13 Director shall be entitled to receive compensation equivalent
14 to the rate established, from time to time, for a GS–17 on the
15 General Schedule. The Executive Director shall carry out the
16 day-to-day direction of the Bureau, at the direction of the
17 Deputy Under Secretary, and, in addition, shall perform such
18 other duties as may be assigned to him by the Deputy Under
19 Secretary. Finally, the Executive Director shall carry out
20 those responsibilities now vested in the Deputy Assistant
21 Secretary of Commerce for Tourism and the Office of Policy
22 Analysis in the United States Travel Service.
23 (2) At any time the National Travel Policy Council
24 may recommend to the Deputy Under Secretary that the
25 Executive Director be replaced.

1 (3) Should the need arise for the appointment of a new
2 Executive Director, for whatever reason, the Deputy Under
3 Secretary shall select a new Executive Director from a
4 combined list of highly qualified candidates screened and
5 recommended by a significant intergovernmental or govern-
6 ment-industry body organized to further the development of
7 travel and tourism. Such a body shall submit a list of five
8 candidates from which the Deputy Under Secretary would
9 select a new Executive Director.

10 EXECUTIVE COMMITTEE

11 SEC. 4. (a) The Bureau shall have an Executive Com-
12 mittee to assist the Deputy Under Secretary in determining
13 operational policies for achieving Bureau objectives; assist
14 in preparing annual program and planning documents for
15 review by the National Travel Policy Council and any sig-
16 nificant intergovernmental or government-industry body or-
17 ganized to further the development of tourism and travel.

18 (b) The Executive Committee shall consist of the
19 Deputy Under Secretary, the Executive Director, the Di-
20 rector of the Consumer Services Division, the Director of the
21 Foreign Visitors Facilitation Center, the Director of the In-
22 dustry Services Center, and the Director of the National
23 Tourism Planning Center. The Deputy Under Secretary
24 shall be the Chairman of the Executive Committee.

(c) In order to carry out the duties and responsibilities of the Bureau, the Secretary is authorized to—

(1) promulgate, issue, rescind, and amend such regulations as are necessary to the operation of Bureau;

(2) appoint and fix the compensation of such employees as are necessary to carry out the provisions of this Act applicable to the Bureau, in accordance with the provisions of title 5, United States Code, governing appointments in the competitive service; and

(3) obtain the services of consultants and experts in accordance with section 3109 of title 5, United States Code.

ORGANIZATION OF PROGRAM ACTIVITIES CENTERS

SEC. 5. (a) There shall be within the Bureau four program activities centers: a Consumer Services Center, a Foreign Visitors Facilitation Center, a Travel Industry Services Center, and a National Travel Planning Center. Each Center shall be headed by a Director appointed by the Deputy Under Secretary in accordance with the provisions of title 5, United States Code, governing appointments in the competitive service.

(b) The Director of the Consumer Services Center shall serve on the Bureau Executive Committee as part of the Bureau management team, serve as Bureau representative on the National Travel Policy Council Health, Education, and

1 Cultural Affairs Policy Committee, and direct operations of
2 the Consumer Services Center, including the Office of Con-
3 sumer Information, the Office of Consumer Protection and
4 the Office of Consumer Education. In addition, he shall direct
5 programs related to consumer information, consumer pro-
6 tection, and consumer education as relating to the tourism
7 and travel industry.

8 (c) The Director of the Foreign Visitor Facilitation
9 Center shall serve on the Bureau Executive Committee as
10 part of the Bureau management team, serve as the Bureau
11 representative on the National Travel Policy Council Trans-
12 portation and Facilitation Policy Committee, and direct the
13 Foreign Visitor Facilitation Center, including the Office of
14 Foreign Visitor Facilitation, the Office of Foreign Travel
15 Promotion, the Office of Foreign Consumer Information, and
16 the Bureau's Foreign Regional Offices. In addition, the
17 Director shall direct and operate programs related to foreign
18 visitor facilitation, foreign consumer information, and foreign
19 visitor promotion.

20 (d) The Director of Industry Services shall serve on
21 the Bureau Executive Committee as part of the Bureau
22 management team, serve as an Agency representative on
23 the National Travel Policy Council Economic Development
24 Policy Committee, and direct operations of the Industry
25 Services Center, including the Office of Industry Informa-

1 tion, Office of Data Services, Office of Training and Educa-
2 tion, Office of Technical Assistance, and the Bureau of United
3 States Regional Offices. Through the Industry Services Cen-
4 ter the Director of Industry Services shall direct programs
5 related to industry (including State and local government
6 and private sectors) information, data services, training and
7 education, and technical assistance.

8 (e) The Director of Tourism Planning shall serve on
9 the Bureau Executive Committee as part of the Bureau
10 management team, serve as Bureau representative on the
11 National Travel Policy Council Energy and Natural Re-
12 sources Policy Committee, and direct operations of the Na-
13 tional Tourism Planning Center, including the Office of
14 Planning and Programs, and the Office of Basic Research,
15 and the Office of Applied Research. The Director, through
16 the Tourism Planning Center, shall direct programs relating
17 to planning and basic and applied research related to tourism
18 promotion and development.

19 DUTIES OF THE DIRECTORS OF THE CENTERS

20 SEC. 6. (a) In addition to those duties specified in
21 section 5 (b), the Director of the Consumer Services Center,
22 among other things, shall—

23 (1) assess consumer needs for travel information
24 that could be met by a telephone or mail response;

1 (2) collect and review available consumer travel
2 information materials;
3 (3) identify information available from other Fed-
4 eral sources, State, regional and local sources, and pri-
5 vate industry sources;
6 (4) identify needs for additional information and
7 informational materials unavailable from existing
8 sources;
9 (5) determine which information and informational
10 materials should appropriately be developed by the
11 Bureau; by other Federal agencies by State, regional or
12 local government entities; and by private sector
13 organizations;
14 (6) encourage, support and coordinate the develop-
15 ment of information and informational materials by
16 others;
17 (7) develop a system for collection, storage, re-
18 trieval, and dissemination of consumer travel informa-
19 tion as well as procedures for referral of requests for
20 information not available from the Bureau;
21 (8) develop procedures for receiving consumer
22 complaints on all tourism and travel-related matters in-
23 cluding redirecting or referring complaints to other
24 Federal agencies, State or local government entities, or
25 private industry as appropriate;

1 (9) initiate or encourage appropriate mitigating
2 actions or programs;
3 (10) assess consumer needs for educational mate-
4 rials on travel planning, ways to improve travel pur-
5 chase decisions, off-season travel opportunities, energy-
6 efficient travel, how to reduce constraints to personal
7 travel, and other information useful to consumers;
8 (11) develop educational programs to meet the
9 needs of the consumer that are appropriate for the
10 Bureau to undertake (including priorities for develop-
11 ment, scheduling, budget, and implementation plan-
12 ning); and
13 (12) encourage, support, and coordinate the de-
14 velopment of educational materials and programs by
15 others.
16 (b) In addition to those duties specified in section 5
17 (c), the Director of the Foreign Visitor Facilitation Center,
18 among other things, shall—
19 (1) assess foreign visitor needs for port-of-entry
20 facilitation assistance and local available travel informa-
21 tion (in the United States) that could be met by tele-
22 phone and United States-based foreign visitor centers;
23 (2) collect and review available consumer travel
24 information materials, both foreign and domestic;
25 (3) identify information available from other Fed-

1 eral sources; from State, regional and local sources; and
2 from private industry sources;
3 (4) identify needs for additional information and
4 informational materials unavailable from existing
5 sources;
6 (5) determine which information and informational
7 materials should appropriately be developed by the Bu-
8 reau; by other Federal agencies; by State, regional or
9 local government entities; and by private sector
10 organizations;
11 (6) develop and encourage, support, coordinate and
12 participate in the development of United States-based
13 foreign visitor centers and generation of information and
14 informational materials to be distributed by the Bureau
15 or others, including priorities for sequencing, scheduling,
16 budget and implementation planning appropriate to the
17 Bureau;
18 (7) develop programs to create overseas foreign
19 visitor centers and to generate information and/or infor-
20 mational materials to be distributed by the Bureau or
21 other, including priorities for sequencing, scheduling,
22 budget, and implementation planning appropriate to the
23 Bureau;
24 (8) develop a system for collection, storage, re-
25 trieval and dissemination of foreign consumer travel in-

1 formation as well as procedures for referral of requests
2 for information not available from the Bureau;
3 (9) assess needs for visitor promotion activities
4 including international convention and exhibition pro-
5 motion;
6 (10) identify primary and secondary foreign tour-
7 ism markets and need for new or additional tourism
8 promotion activities;
9 (11) determine which foreign tourism promotion
10 activities for each primary and secondary foreign tour-
11 ism market should appropriately be engaged in by
12 United States Travel Bureau; other Federal agencies;
13 and by State, regional, or local governments;
14 (12) develop marketing plans and promotion pro-
15 grams, including priorities, scheduling, budget, and
16 implementation planning that are appropriate to the
17 Bureau;
18 (13) develop associations with the country travel
19 trade for promotional programing and establishing a
20 visitor center for each primary foreign market country
21 to serve the public; and
22 (14) encourage, support, coordinate, and partici-
23 pate in the development and implementation of market-
24 ing plans and foreign tourism promotion programs by
25 others.

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1 (c) In addition to those duties specified in section 5 (d),
2 the Director of the Travel Industry Service Center, among
3 other things, shall—
4 (1) identify needs for additional professional tourism
5 literature and information unavailable from existing
6 sources;
7 (2) determine which needs should appropriately
8 be met by the Bureau; by other Federal agencies; by
9 State, regional or local government entities; and by the
10 private sector;
11 (3) develop programs, including priorities for de-
12 velopment, scheduling, budget and implementation plan-
13 ning to generate professional tourism literature and in-
14 formation by others;
15 (4) identify needs for additional tourism and travel
16 data unavailable from existing sources;
17 (5) determine which data needs should appropri-
18 ately be met by the Bureau; by other Federal agencies;
19 by State, regional or local government entities; and by
20 the private sector;
21 (6) develop data collection programs, including
22 priorities for data generation, scheduling, budget and
23 data collection planning to generate needed data ap-
24 propriate to the Bureau;

1 (7) encourage, support and develop guidelines for
2 programs to generate needed tourism and travel data
3 by others;
4 (8) develop a system for collection, storage, re-
5 trieval and dissemination of tourism and travel data as
6 well as procedures for referral of requests for data not
7 available from the Bureau;
8 (9) identify existing programs available through
9 other Federal sources; State, regional, and local sources;
10 private industry sources and public and private insti-
11 tutional sources;
12 (10) identify needs for additional industry employee
13 training and education programs including needs for
14 vocational skill development, performance incentive pro-
15 grams, curriculum development and training and edu-
16 cational materials;
17 (11) determine which training and educational
18 needs should appropriately be met by the Bureau; by
19 other Federal agencies; by State, regional or local gov-
20 ernment entities; by private sector organizations; and by
21 public and private institutions;
22 (12) develop training and educational programs,
23 materials, and curriculum, that are appropriate to United
24 States Travel Bureau, to meet the needs of tourism in-

1 dustry employees (including priorities for development,
2 scheduling, budget, and implementation planning) ;
3 (13) encourage, support, coordinate, and guide the
4 development of training and educational programs, ma-
5 terials, and curriculum by others;
6 (14) assess the needs of industry for direct technical
7 assistance in the form of professional literature and advi-
8 sory services related to the latest and most effective busi-
9 ness operation techniques, management practices, and
10 marketing strategies (principally to aid small busi-
11 nesses) ; the needs of States and localities for financial
12 support in developing such literature and advisory serv-
13 ices on a State or local level; the needs of the industry
14 for nonregulatory standards and guidelines for tourism
15 facilities; tourism services, tourism informational mate-
16 rials and travel informational signage; industry needs
17 for research techniques and standardized definitions and
18 data displays; industry needs for product development
19 guidance; and the need for the Bureau initiatives in
20 media relations, media education, and the generation of
21 media information;
22 (15) identify technical assistance available from
23 other Federal sources; State, regional, and local sources;
24 and private industry sources; and identify financial sup-

1 port for State and local technical assistance programs
2 available from other Federal sources;
3 (16) identify needs for additional technical assist-
4 ance and financial support unavailable from existing
5 sources;
6 (17) determine which technical assistance and fi-
7 nancial support needs should appropriately be met by
8 the Bureau; other Federal agencies; State, regional, or
9 local government entities; and the private sector; and
10 (18) develop programs, including priorities, sched-
11 uling, budget and implementation planning to deliver
12 technical assistance appropriate to the Bureau.
13 (d) In addition to those duties specified in section 5
14 (e), the Director of the National Tourism Planning Center,
15 among other things shall—
16 (1) in cooperation with the Heritage Conservation
17 and Recreation Service, assess national tourism and out-
18 door recreation needs including procedures for updating
19 the needs assessment annually;
20 (2) develop broad goals, objectives, policies, and
21 program guidelines to help direct land and water re-
22 source allocation and program emphasis of States; work-
23 ing closely with Heritage Conservation and Recreation
24 Service and building on Heritage Conservation and
25 Recreation Service State Outdoor Recreation Planning
26 process;

1 (3) develop technical assistance programs to pro-
2 vide guidance to States for the development of State
3 plans that include tourism considerations in addition to
4 outdoor recreation considerations;
5 (4) develop planning support materials to facili-
6 tate State tourism planning including tourism facilities
7 capacity standards, planning process procedures, plan-
8 ning data, etc.;
9 (5) develop an annual up-date of a national tourism
10 plan which aggregates the State plans and Federal
11 programs into cohesive broad national plans which
12 address national needs, contingencies, and policies for
13 tourism development;
14 (6) assess needs for basic and applied research to
15 expand knowledge of the linkages between tourism and
16 physical and mental health and needs for research on
17 traveler motivation and behavior, constraints to travel,
18 economic impact of tourism, environmental and energy
19 impacts of tourism, tourist product and service needs,
20 and effective program evaluation techniques;
21 (7) identify and catalog basic and applied re-
22 search documents available from other Federal sources;
23 State, regional, and local sources; private industry
24 sources; and public and private institution sources;

1 (8) identify needs for additional basic and applied
2 research unavailable from existing sources;
3 (9) determine which basic and applied research
4 should appropriately be done by the Bureau; by other
5 Federal agencies; by State, regional or local government
6 entities and by private sector organizations;
7 (10) develop a basic and applied research program
8 including research priorities, scheduling, budget, and im-
9 plementing planning appropriate to the Bureau; and
10 (11) encourage, support, and coordinate the devel-
11 opment of basic and applied research programs by
12 others.

13 NATIONAL TRAVEL POLICY COUNCIL

14 SEC. 7. (a) There is established as an independent en-
15 tity within the Executive Branch a National Travel Policy
16 Council (hereinafter in this Act referred to as the
17 "Council"). The Council shall be the principal coordinating
18 body for policies, programs, and issues relating to tourism
19 and travel involving two or more Federal departments,
20 agencies, or other entities. Specifically, the Council shall—
21 (1) direct Council staff activities, such as the study
22 of appropriate issues and the preparation of reports;
23 (2) approve or disapprove the Bureau and Council
24 staff recommendations and reports;
25 (3) coordinate efforts of member agencies;

1 (4) develop areas of cooperative program activity;
2 (5) resolve interagency program and policy con-
3 flicts;
4 (6) refer problems to policy committees for study,
5 recommendations, and resolution; and
6 (7) report to the Congress annually on Council
7 activities.
8 (b) The Council shall consist of a Chairman appointed
9 by the President from among his domestic and international
10 economic advisors, and the following persons:
11 (1) the Secretaries, or their designees, of the De-
12 partment of Transportation; the Department of the
13 Interior; the Department of Commerce; the Department
14 of State; the Department of Agriculture; the Department
15 of Labor; the Department of Treasury; the Department
16 of Health, Education, and Welfare; the Department of
17 Energy; the Department of Defense; the Department of
18 Housing and Urban Development;
19 (2) the United States Attorney General, or his
20 designee;
21 (3) the Chairmen, or their designees, of the Civil
22 Aeronautics Board; the Interstate Commerce Commis-
23 sion; and the Federal Trade Commission;
24 (4) the Administrators, or their designees, of the
25 International Communication Agency; the Environ-
26 mental Protection Agency; and

1 (5) the Deputy Under Secretary of Commerce for
2 Tourism.
3 Each member of the Council who assigns a designee to serve
4 on the Council when that member is unable to carry out
5 Council responsibilities, shall make such assignment for the
6 remainder of such member's term on the Council. However,
7 the designated alternate shall be authorized to make deci-
8 sions on behalf of the member for whom he is serving.
9 (c) The Council Chairman would be appointed to serve
10 at the pleasure of the President. The Vice Chairman of the
11 Council initially shall be the Secretary of Commerce. The
12 Secretary of the Interior shall become Vice Chairman fol-
13 lowing a 2-year term by the Secretary of Commerce. Sub-
14 sequently, each second year, the Secretary of Commerce or
15 the Secretary of the Interior would assume the office of Vice
16 Chairman for a new 2-year term.
17 (d) (1) Council shall have four policy committees: a
18 Transportation and Facilitation Policy Committee, an Eco-
19 nomic Development Policy Committee, an Energy and Nat-
20 ural Resources Policy Committee, and a Health, Education,
21 and Cultural Affairs Policy Committee.
22 (2) Each head of an agency serving on a policy com-
23 mittee may designate an alternate to serve for him on the
24 policy committee, so long as such alternate is designated
25 permanently for the representative whom he replaces, and

1 such alternate is empowered to act fully for the agency or
2 entity whom he represents.

3 (e) The Transportation and Facilitation Policy Com-
4 mittee shall consist of the heads of the following agencies, or
5 a representative selected by the head of each respective
6 agency: the Bureau, the Federal Maritime Administration,
7 the Federal Highway Administration, the Federal Aviation
8 Administration, the Urban Mass Transportation Administra-
9 tion, the United States Coast Guard, the Bureau of Economic
10 and Business Affairs, the Department of Energy, the Im-
11 migration and Naturalization Service, the United States
12 Customs Service, the Animal and Plant Health Inspection
13 Service, the Civil Aeronautics Board, the Interstate Com-
14 merce Commission, the Federal Trade Commission, the
15 Bureau of Security and Counselor Affairs, and the National
16 Railroad Passenger Corporation.

17 (f) The Economic Development Policy Committee
18 shall consist of the heads of the following agencies,
19 or a representative selected by the head of each respective
20 agency: the Bureau, the Economic Development Adminis-
21 tration, the Domestic and International Business Administra-
22 tion, the Bureau of the Census, the Rural Development
23 Service, the Regional Commissions of the Department of
24 Commerce, the Internal Revenue Service, the Occupational
25 Safety and Health Administration, the Employment and

1 Training Administration, the Employment Standards Ad-
2 ministration, the Bureau of Labor Statistics, the Bureau of
3 Indian Affairs, the Economic Research Service, Bureau of
4 Outdoor Recreation, the Farmers Home Administration, the
5 Cooperative State Research Service, the Department of
6 Energy, the Office of Community Planning and Development
7 of the Department of Housing and Urban Development, the
8 Small Business Administration, and the Appalachian Re-
9 gional Commission.

10 (g) The Energy and Natural Resources Policy Com-
11 mittee shall consist of the heads of the following agencies,
12 or a representative selected by the head of each respec-
13 tive agency: the Bureau, the Department of Energy, the
14 National Oceanic and Atmospheric Administration, the Bu-
15 reau of Reclamation, the Bureau of Land Management, the
16 Heritage Conservation and Recreation Service, the United
17 States Forest Service, the National Park Service, the United
18 States Fish and Wildlife Service, the Army Corps of Engi-
19 neers, and the Environmental Protection Agency.

20 (h) The Health, Education, and Cultural Policy Com-
21 mittee shall consist of the heads of the following agencies,
22 or a representative selected by the head of each respective
23 agency: the Bureau, the National Institutes of Health, the
24 National Institute of Mental Health, the Office of Education,
25 the National Institute of Education, the Heritage Conserva-

1 tion and Recreation Service, the Extension Service, the
2 National Endowment for the Arts, the National Endowment
3 for the Humanities, the International Communication
4 Agency, and the Smithsonian Institution.

5 (i) Each of the Policy Committees shall review and
6 comment on annual program and planning documents ap-
7 propriate to the Committee's functional responsibilities and
8 agency representation. Each Policy Committee may also
9 initiate its own agenda and discuss tourism-related issues,
10 and problems referred to it by the tourism industry through
11 the Council.

12 (j) The Council shall have an Executive Committee
13 which shall be comprised of the Council Chairman, the
14 Council Vice-Chairman, the Deputy Under Secretary of
15 Commerce for Tourism (who shall be the vice-chairman
16 of the Executive Committee), and the Secretaries, or their
17 designees, of the following Departments: the Department
18 of Commerce (when not serving as Council Vice-Chairman),
19 the Department of the Interior (when not serving as the
20 Vice-Chairman), the Department of Transportation, the
21 Department of State, the Department of Agriculture, and
22 the Department of Labor.

23 (k) In order to carry out the provisions of this section,
24 the Council may—

1 (1) promulgate, issue, rescind, and amend regula-
2 tions governing the manner of operations of the Council;
3 (2) appoint and fix the compensation of such em-
4 ployees, according to the provisions of title 5, United
5 States Code, governing appointments in the competitive
6 service, as may be necesary to carry out the provisions
7 of this section and as may be authorized in appropria-
8 tions Acts; and
9 (3) obtain the services of experts and consultants
10 in accordance with section 3109 of title 5, United States
11 Code.

12 AUTHORIZATION OF APPROPRIATION

13 SEC. 8. There are authorized to be appropriated for the
14 fiscal year ending September 30, 1979, not to exceed
15 $17,500,000 to carry out the purposes of this Act.

16 TECHNICAL AMENDMENT

17 SEC. 9. The International Travel Act of 1961 (22
18 U.S.C. 2126) and the Act of July 29, 1940 (relating to the
19 encouragement of travel) (16 U.S.C. 18d) are hereby re-
20 pealed, and the United States Travel Service is abolished.

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[1] For budgetary detail see page 123 of this report.

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